



Conflict Related Sexual Violence

Module II: Operational Level

“Supporting host governments to meet their protection responsibilities, including preventing and addressing accountability for sexual violence in conflict, lies at the heart of modern peacekeeping. UN Peacekeeping is not only working hard to protect civilians from sexual violence but also to ensure women's participation in the peace process.”

Mr Hervé Ladsous,

Under-Secretary-General for Peacekeeping Operations

Introduction.

As war-affected populations, women in particular are at risk to arbitrary violence and deprivation of physical, material and legal safety, UN peacekeeping operations play a vital role in protection of civilians (PoC) and in advancing human rights through their functions. While human rights mandates have featured in UN operations since the 1990s, the Security Council now systematically includes human rights mandates in multi-dimensional missions. As the Secretary-General has highlighted, the credibility of UN missions often rests on their ability to protect people from further human rights violations. The Security Council is increasingly authorizing UN missions to “protect civilians under imminent threat of violence within their capabilities and deployment.” Such mandates are usually adopted under Chapter VII of the UN Charter, which allows the use of force beyond self-defence. The ROE of most contemporary UN missions allows military personnel to use deadly force, within their capacity and in areas where they are deployed, to carry out their mandated tasks.

Sexual violence, when used or commissioned as a tactic of war in order to deliberately target civilians or as part of a widespread or systematic attack against civilian populations, can significantly exacerbate and prolong situations of armed conflict and may impede the restoration of international peace and security. Although women and girls are particularly at risk to Conflict-Related Sexual Violence (CRSV), men and boys are also affected. Efforts to prevent and address CRSV should therefore also tackle the risks to boys and men to CRSV, their medical, psycho-social and legal needs, as well as the legal framework.

Prevention and response to CRSV is a mission-wide, integrated and a priority obligation to be addressed at the highest levels of leadership. UN peacekeeping missions are mandated and structured to respond effectively to threats and vulnerabilities of women and girls through political engagements, advocacy and through the various instruments of peacekeeping, such as justice and security sector reforms, demobilisation, disarmament, reintegration, stabilisation operations, etc.

Aim.

To train commanders, staff, Military Experts on Mission and contingents on the role and responsibilities of the Military Component in addressing CRSV challenges in a UN peacekeeping mission.

Learning Outcomes.

The learning outcomes set for the operational level module encompass the following vignettes:-

- a. Understand:
 - i. The operational level concepts and framework to address CRSV.
 - ii. The role and responsibilities of the Mission Headquarters (HQ).
 - iii. The integrated framework and coordination mechanism in the Mission HQ.
 - iv. The role and responsibilities of the Military Component in addressing CRSV.
 - v. The training and preparation requirements.
- b. Be able to design operational level military activities.
- c. Be able to define planning and execution parameters.
- d. Be able to implement prevention and response activities to combat CRSV.



Scope.

The operational level module is set in the following parts:-

- a. Part I : Role and Responsibilities of UN Mission HQ.
- b. Part II : Coordination and Constructive Engagement.
- c. Part III : Procedural Aspects.
- d. Part IV : Role of Military Component in Addressing CRSV.
- e. Part V : Constructive Military Approaches to Prevention and Response to CRSV.

Part I: Role and Responsibilities of UN Mission Headquarters

Overview.

Combating CRSV requires a holistic and comprehensive approach involving many actors and multiple instruments. From a strategic perspective, it is addressed by the UNHQ and the international community. The parties to the conflict including the host Nation have a major role to play as well in preventing CRSV and adhering to the commitments. Host Nation must have a comprehensive strategy to ensure protection of civilians, and build its capabilities and capacities to respond effectively to CRSV threats. The United Nations Country Team (UNCT) and Humanitarian Country Team (HCT) primarily manages the humanitarian and developmental initiatives at the country level, establish humanitarian related protection clusters/platforms/working groups and provide for referral arrangements and survivor assistance.

Mission Headquarters.

Role and Responsibilities. Multidimensional peacekeeping Missions are headed by a Special Representative to Secretary-General (SRSG). As the Head of the mission (HoM), the SRSG has overall authority over the activities of the UN in the mission area. The Mission HQ is responsible to develop Mission strategies and implement the mandate using the political, institutional and financial resources available. The HQ also provides political guidance for mandate implementation through Mission Concept and set mission-wide operational direction including decisions on resource allocation in case of competing priorities. In Missions with protection of civilian's (PoC) mandates, the Mission HQ develops a mission-wide integrated approach, as well as leads and directs the heads of all mission components and ensures unity of effort and coherence among all UN entities. Coordination with other components and integration with all actors is essential for optimising the effect. Some of the responsibilities linked to addressing CRSV challenges are:

- a. Development and implementation of protection strategies for physical protection.
- b. Setting Mission-wide operational direction for:
 - i. Component level objectives, benchmarks and deliverables;
 - ii. Political engagements, civil affairs efforts and public information campaigns; and
 - iii. Integration, coordination and unity of effort.
- c. Establishment of CRSV prevention and response framework at the country level.
- d. Constructive engagement (including advocacy) of all parties to the conflict.
- e. Capacities building of host Government and state institutions to address CRSV.
- f. Institute response mechanisms to deter potential perpetrators, prevent incidents and respond to threats by Mission Components.
- g. Promote reconciliation and empower local communities.

Refer to '**Annex G**' (p. 33) for the diagrammatic depiction of the Comprehensive Mission approach to Prevention and Response to CRSV threats and challenges.

Political Engagement in the Context of CRSV. Political will and vision is vital if CRSV is to be effectively addressed. Political engagements of parties to the conflict are based on the Mission Political Strategy in addressing CRSV. Some of the major aspects of political engagements are:

- a. Reminding National political/military leadership of their obligation to protect populations from violations of international human rights and humanitarian law.
- b. Applying political pressure on perpetrators/abusive groups with a view also to advance accountability and combat impunity.



- c. Reviving the political process (including electoral security for women).
- d. Demilitarisation and ceasefire monitoring (including prevention and response to sexual violence).

Senior managers of the Mission need to develop 'good offices' to implement reform, elicit 'commitments' from the political, military and civilian leaders of parties to the conflict, and address impunity. Political engagements are usually carried out by HoM with parties to the conflict, neighbouring countries, host Government and local communities. Head of Military Component (HoMC) may be required to engage with host State authorities/parties to the conflict in specific conditions. Some of the key political messaging in the context of combating CRSV are:

- a. Promote development of effective approaches/frameworks and National capacities to prevent CRSV.
- b. Promote host State responsibility and accountability to protect the population from violations.
- c. Obtain commitments on preventing and responding to CRSV.
- d. Address CRSV in mediation efforts, ceasefire and peace agreements and their implementation consistent with UN policy.
- e. Highlight:
 - i. 'Impunity for incidents of CRSV' will not be tolerated by the international community.
 - ii. 'Amnesty provisions' do not apply to perpetrators of CRSV.
 - iii. 'Sanctions' shall be levied at the global level for CRSV incidents.

Mission Framework to Address CRSV

Overview. The responsibility to implement the CRSV mandate lies with the Head of Mission (HoM) by ensuring unity of effort and coherence among all mission components. Addressing CRSV is a mission-wide responsibility demanding integrated planning, preparations and operationalization of the mandate by the military, police and civilian components with other partners.

- a. Framework. In combating CRSV, the HoM is also assisted by the Senior Management Group (SMG) on PoC, Protection Advisory Group (PAG), Mission's PoC and CRSV Working Groups; the Human Rights Component; and protection cluster/sub-clusters (SGBV sub-cluster and child-protection sub-cluster) in addition to the Joint Operations Centre (JOC) and Joint Mission Analysis Centre (JMAC).
- b. Guidance and Mainstreaming. Prevention and response measures to combat CRSV is mainstreamed and reflected in the Mission's documents, such as the Mission Concept, Mission PoC strategy, Military and Police Component Concept of Operations (CONOPS), Operations Orders (OPORD), Directives and SOPS, and other civilian substantive component work plans.
- c. Coordination. Effective coordination between the Mission's Senior Protection Advisor (SPOCA), Senior Child Protection Advisor, Senior Gender Advisor, Director of Human Rights Division and Senior Women's Protection Adviser (SWPA) is crucial for an integrated and coordinated approach to prevention and response to CRSV.

Protection Working Group (Senior Management Group on Protection). In most missions the Deputy SRSG (DSRSGs) act as the lead/coordinator on matters to protect civilians from physical violence. The Protection Working Group (Protection-WG) comprises the heads of mission components, integrated entities and representatives from the UNCT. Protection-WG is responsible to develop and implement PoC Strategy; ensure consistency between various mission and integrated strategies, coordinate PoC activities; review reports and recommendations; provide guidance on policy or operational responses to protection threats/challenges, including the use of mission assets; engage, consult and coordinate with national authorities; oversee implementation of the Human Rights Due Diligence Policy (HRDDP); take required political action to mitigate imminent threats of violence on civilians; and manage resources and capabilities required to implement the Mission's PoC mandate.



Mission PoC Strategy¹. The PoC Strategy articulates the overarching mission-strategic vision for implementing the protection of civilian's mandate. The PoC strategy provides for:

- a. Establishment of a shared, Mission-wide analysis of threats to civilians in the Area of Operations.
- b. Lay out roles and responsibilities within the Mission and with key partners.
- c. Detail PoC coordination mechanisms within the Mission and with key partners.
- d. Conduct of reviews and lessons learned exercises periodically, especially during changes in operational environment and after an adverse incident.

The protection of civilians is a primary responsibility of the host State, consistent with their obligations under international human rights and humanitarian law. UN peacekeepers are authorized to undertake actions to protect civilians either in support of or parallel to government actors. Peacekeepers may also act independently to protect civilians from physical violence in the absence of an effective host government effort or willingness to protect, or where government forces themselves pose a threat to civilians. PoC mandate of peacekeeping Operations specifically emphasises protection from sexual violence in PoC mandates. Under the three-tiered approach to protection of civilians, the Military component can play a significant role in providing protection from physical violence (tier 2) and establishing a protective environment (tier 3). It is essential that PoC considerations must be applied to military functions (assessment, planning, task execution, reporting, monitoring, etc.) to enhance efficiency and effectiveness in implementing PoC mandates. The military component of a UN peacekeeping operation plays a vital role in the protection of women and children as part of its PoC and human rights responsibilities, which includes preventing and responding to CRSV and monitoring and reporting of incidents of CRSV. The risk of the occurrence of CRSV incidents should be taken into consideration throughout the planning process (with a focus on early-warning) and execution of operations.

PoC Action Plan. PoC Action Plan is an annex to the Mission's PoC Strategy and guides activities to manage and implement PoC Mandate. It is a conduit for the alignment and timely joint implementation of preparedness or response tasks.

Comprehensive National Strategy to Address CRSV. The Comprehensive Mission Strategy to address CRSV reflects the vision and joint peacekeeping-UNCT objectives and priorities to prevent sexual violence, protect individuals at risk or victims, combat impunity, and provides for methodology of implementation. The strategy is the bedrock of formulating a joint Government-UN multi-sectoral programme. In addition, the host State is required to prepare a National Strategy and Action Plan to prevent CRSV and impunity.

CRSV Work Plan. CRSV Action Plan for the Mission will be prepared by the SWPA in consultation with Human Rights and Gender WPA, and coordinated with all mission components. CRSV work plan must be mainstreamed throughout all the Mission components and their mandated activities.

Working Group on CRSV. At the Mission Level, a technical-level Working Group on CRSV (WG-CRSV) guided by the SMG-Protection strengthens coordination between the Monitoring Analysis and Reporting Arrangements (MARA), 'commitments', protection activities, including the use of early-warning indicators on CRSV, as well as capacity building activities. The WG-CRSV will be coordinated by the SWPA and will comprise Human Rights and Gender WPAs (HR-G WPA); Child Protection Adviser (CPA); representatives from the civil affairs, political affairs, Security Sector Reform, Disarmament, Demobilisation and Reintegration, and justice reform sections; focal points from the military and police components and members from the UNCT.

Women's Protection Advisers (WPAs).

Security Council Resolution 1888 mandated the deployment of Women's Protection Advisers (WPAs)² into Missions addressing CRSV to coordinate, mainstream and support the implementation

¹ DPKO/DFS Guidelines on Implementing the Protection of Civilians in United Nations peacekeeping.



of the CRSV mandate by the peacekeeping operation. In the Mission HQ, WPAsⁱ are embedded in the human rights and gender components, and a Senior WPA (SWPA) is located in the Office of the Special Representative of the Secretary-General (OSRSG) or the Office of the Deputy SRSG. Usually Mission's Gender unit is responsible to address Sexual and Gender Based Violence (SGBV) and SWPA address CRSV where deployed. The Gender unit is responsible for mainstreaming gender perspectives, capacity building and assisting Mission components to implement the mandate through a gendered analysis.

WPAs have the following key functions:

- a. Advise the HoM/Mission Leadership Team (MLT) on political engagement in addressing CRSV;
- b. Establish a Monitoring, Analysis, Reporting Arrangement (MARA) on CRSV;
- c. Develop dialogue for commitments to address CRSV;
- d. Strengthen prevention and accountability for incidents of CRSV through security and justice sector reform;
- e. Strengthen PoC efforts to prevent and respond to CRSV; and,
- f. Build capacity of mission personnel, governmental and civil society partners to address CRSV.

Missions will have a number of WPAs among Human Rights and Gender Components. WPAs strengthen mainstreaming of the CRSV mandate, and ensure collaboration and coordination across mission components. The responsibilities of SWPA, HR-WPA and G-WPA (GWPA) are:

Responsibilities of SWPA.

- a. Advise HOM/SRSG on matters related to CRSV;
- b. Participate in senior level strategic planning and decision making forums;
- c. Convene and coordinate Working Group on CRSV (WG-CRSV);
- d. Process 'commitments' and their implementation, follow up;
- e. Advocates for Comprehensive Strategies to address CRSV/SGBV; and,
- f. Mainstream and coordinate Mission CRSV prevention strategies with the Mission Components.

Responsibilities of WPA (HR).

- a. Lead monitoring and verification process in WG CRSV;
- b. Coordinate investigation of CRSV;
- c. Prepare CRSV reports of WG in coordination with Gender and Senior WPA;
- d. Work with Gender WPA to deliver training, assessments, and participate in Joint Protection Team (JPT) engagements etc.; and,
- e. Strengthen work of Human Rights Division regarding CRSV.

Responsibilities of WPA (Gender).

- a. Mainstream CRSV prevention and response;
- b. Strengthen referral arrangements for mission components;
- c. Work with HR WPA to deliver training, assessments, and participate in JPTs etc.;
- d. Build capacity of government and civil society to effectively respond to CRSV; and,
- e. Strengthens the work of Gender Affairs Unit regarding CRSV.

Note:

Effective coordination between the Mission's Senior Protection Advisor (SPOCA), Senior Child Protection Advisor, Senior Gender Advisor, Director of Human Rights Division and Senior WPA is crucial for an integrated and coordinated approach to prevention and response to CRSV.

² DPKO-DFS Policy on Mainstreaming and Implementing the Conflict-Related Sexual Violence Mandate by Women's Protection Advisers in Peacekeeping Operations, 2014.



Addressing CRSV at the Mission Level

Overview. All UN peacekeepers are expected to advance human rights through their functions. As guided by the Security Council, UN Peacekeeping Missions are mandated to make targeted interventions to combat CRSV through different arrangements/instruments such as Political Affairs, Human Rights (including Women's Protection and Child Protection Teams), Gender, Civil Affairs, Public Information, SSR, DDR, Justice, Corrections, as well as the Military and Police components.

Approaches. Major initiatives taken at the Mission level to address CRSV include:

- a. Political Dialogue. Integrating CRSV concerns throughout peace and mediation processes; cease-fire agreements; etc.
- b. Advocacy. Advocacy for prevention of CRSV and ending impunity with all parties to the conflict (including non-signatory parties) is crucial to foster accountability and responsiveness.
- c. Engaging with parties to the conflict. Engagement with parties to the conflict to solicit specific commitments to prevent CRSV as well as monitoring the implementation of these commitments is important at strategic and operational levels. Examples include soliciting prevention and accountability commitments which address CRSV as a criminal act; bringing those national security and law enforcement personnel, who have committed sexual violence to speedy and appropriate justice, etc.
- d. Community engagement. Constructive engagement of communities and in particular with women is crucial for addressing their security concerns, improving self-protection measures, and promoting reconciliation.
- e. Reporting to the Security Council. Monitoring, Analysis and Reporting Arrangements (MARA) initiated by Missions significantly help collection of timely, objective, accurate, and reliable information on the use of sexual violence by State and non-State actors; analysing trends and patterns of sexual violence; and to name and shame through listing in the Secretary-Generals Annual Report to the Security Council; and this information is also valuable for engaging parties for commitments on addressing CRSV.
- f. PoC. Missions staffed by a PoC Adviser functions under a designated Deputy Special Representative of the Secretary-General (DSRSG) who is usually a lead to overview and guide daily PoC mandate implementation and coordination mechanisms. The PoC Adviser is responsible to support or advise DSRSG/Mission leaders in their efforts to manage Mission's PoC activities and coordinate, early-warning analysis and response (including on prevention of CRSV), planning, reporting, monitoring and evaluation processes, etc.
- g. Child Protection. Most of the victims of CRSV are minors and hence need additional care in providing specific protection to the children. In the case of minor survivors, the Senior Child Protection Adviser (SCPA) must be informed and consulted for further action. The Monitoring and Reporting Mechanism (MRM) and MARA must be mutually reinforcing and complementary in addressing CRSV. UNICEF and Child Protection sub-cluster play a vital role in survivor assistance and referral arrangements for child survivors of CRSV.
- h. Gender. Gender inequality and discrimination (socio-politico-economic-cultural and legal) is a root cause for CRSV. Gender component promotes equality, participation and empowerment which contribute to enhanced security for women and girls.
- i. Human Rights. Preventing conflict related sexual violence is also core to the human rights mandate. In coordination with gender, justice and other components as appropriate, the human rights component is tasked to contribute to – inter alia – analysis of sexual and gender-based violence; devise effective strategies to prevent and respond to sexual and gender-based violence; support the establishment or implementation of laws, policies, institutions and practices which safeguard the equal rights of women and girls and protect all individuals against sexual and gender-based crimes in accordance with legally binding human rights treaties; and ensure accountability for violations and remedy for victims³. The human rights component monitors, reports and carries out investigations on CRSV.

³ OHCHR/DPKO/DPA/DFS Policy on Human Rights in Peacekeeping Operations and Political Missions (2011), para. 50.



- j. Rule of Law. Ensuring that CRSV concerns are integrated throughout Security Sector Reform/Defence Sector Reform (SSR/DSR) and Disarmament, Demobilisation and Reintegration (DDR) programmes; as well as through Justice Sector Reform (JSR);
 - i. SSR. Assistance through promoting oversight and accountability (including of leadership/commanders) and responsiveness; prosecution of offenders (including through military justice) to end impunity; training and sensitisation on prevention and response to CRSV; improving conduct and discipline to prevent predatory practices and sexual violence; increasing accessibility and participation of women in the National Security Institutions; promoting better command and control systems; timely payment of salaries and provision of welfare and amenities; etc.
 - ii. DDR. Addressing vetting and screening of ex-combatants to prevent recruitment of offenders into the National Security Institutions(NSI); reintegration of ex-combatants left over from the newly created NSI; reintegration of offenders after completion of sentencing, reintegration of Women Associated with Armed Groups (WAAG)/bush wives and their children/families; addressing security concerns of women and girls in and around DDR camp sites; addressing weapons proliferation through weapons reduction programmes; addressing potential sexual violence incidents involving demobilised combatants; etc.
 - iii. JSR. Promoting legislative, policy and judicial reforms; promoting ratification of international instruments; institutional capacity building; support identification, verification and prosecution of offenders; protection of survivors, witnesses and their families; and provision of reparations, etc.
- k. Gendered Early-warning. Strengthening prevention arrangements through the use of early warning, the work of the military and police components etc.
- l. Civil Affairs. The civil affairs component carries out risk analysis (threat and vulnerability assessments), provides early-warning, engages with civil society and local communities; promotes reconciliation and conflict management at the local level; launches gender sensitive and security oriented QIPs; supports protection actors to identify, plan and take concrete steps and make contact with parties; and provides planning and implementation support to joint civil-military PoC initiatives.
- m. Public Information. The public information component undertakes targeted broadcasting of key messages on CRSV/SGBV; such as, on prohibition of all forms of CRSV/SGBV; responsibilities of state and non-state actors, national laws/policies; work of the government, mission and UNCT; survivor assistance, referral arrangements; partnership with national and regional media; and training for national media on how to report on incidents of CRSV/SGBV, promoting anonymity, etc.
- n. Police Component. UNPOL component is responsible for capacity building and mentoring of host State law enforcement agencies (through Individual Police Officers) and protection of civilians, including from all forms of sexual violence (through Formed Police Units)
- o. Military Components. UN Military Component is responsible to proactively prevent incidents, deter perpetrators, protect civilians, especially women and children and respond to potential, impending and on-going CRSV threats.

Country-level Initiatives

The UN Country Team (UNCT) primarily manages multi-sectoral, developmental and humanitarian initiatives at the country level; applying human rights based approach among its programming principles and establishes humanitarian related protection clusters/platforms/working groups and develops Referral Arrangements for survivor assistance. Collectively, UN entities enable the host State to enhance prevention and protection mechanisms, national ownership and responsiveness through:

- a. Development of coherent and comprehensive national strategies to combat CRSV and its harmonised application;
- b. Capacity development within the health, social welfare, justice and security sectors to respond effectively to CRSV;



- c. Legislative assistance, technical guidance and support legal reforms etc. for prosecution, provision of reparation, etc.;
- d. Strengthening services for survivors including health care, psychosocial support, legal assistance, livelihood support and socio-economic reintegration;
- e. Training/education/sensitisation of the host security forces (military, police and gendarmes) to prevent CRSV; prevent/eliminate predatory practices; adherence to strict codes of conduct to prevent the use of CRSV and other violation of international human rights law; and to promote and protect the human rights of the people;
- f. Strengthening coordination through protection/SGBV clusters/sub-clusters and processes;
- g. Contributing to information sharing and early-warning; and,
- h. Facilitating coordination at national/provincial/local levels.

Part II: Coordination and Constructive Engagement

Overview. Coordination with the UN Country Team (UNCT), host State (authorities, security and law enforcement agencies, etc.), as well as constructive engagement with all parties to the conflict, including the armed groups/actors (as authorised) will be based on the Mission guidelines issued by the SWPA, who in turn should be fully kept informed on all such activities. The Military Components approach to PoC needs to incorporate its Civilian and Police Components while harnessing the actions of UN Agencies and NGOs through the Protection Cluster and host Nation partners. Information must be shared, as appropriate, with PoC partners. During planning and execution phases, appropriate consultation should be carried out with relevant UN and host authority actors. This approach must be replicated at provincial and local levels by Sector/Brigade HQs, battalions and sub-units, acting in concert with relevant partners.

Coordination

Coordination with UN Country Team (UNCT).

The UNCT is composed of representatives of UN Agencies, Funds and Programmes (AFP) that provide humanitarian, early recovery and development support within a particular country or territory. UNCT is a source of extensive knowledge about the host country and the conflict situation and can help identify and build relationships with key national partners (national and local authorities as well as with local civil society groups). The partnership with UNCT should be based on a shared vision and common understanding of the operating environment among all UN actors. Coordination should include all members of the UNCT in order to ensure that efforts address CRSV is multi-dimensional/multi-sectoral and harness the full capacity of the UN system. Human Rights and CIMIC officers are an effective link between the force, humanitarian agencies and human rights monitors and can keep commanders apprised of protection activities, including on sexual violence. HoMC/FC and the Force HQ Staff are expected to liaise with the elements of UNCT and coordinate functions, security, information and/or any other support including PoC.

Coordination with Protection Cluster. UNHCR, OHCHR and UNICEF are the prospective country-level lead agencies of field protection clusters.⁴ The Gender Based Violence (GBV) Sub-cluster functions under United Nations Population Fund (UNFPA) and United Nations Children's Fund (UNICEF). Mission WPAs, substantive experts/advisors and representatives of military and police components at the HQ and regional/provincial levels also take part in coordination meetings. Through WG-CRSV, the SWPA is required to provide harmonized messaging to all actors in the protection cluster.

⁴ At the country level in disaster situations or complex emergencies without significant displacement, the three protection-mandated agencies (UNHCR, UNICEF and OHCHR) will consult closely and, under the overall leadership of the HC/ RC, agree which agency among the three will assume the role of Cluster Lead Agency for protection. IASC Cluster Coordination Reference Module (2015).



Coordination with Host State.

General. States bear the primary responsibility to respect, protect and fulfil the human rights of all persons within their territory and subject to their jurisdiction as provided for by international law. National ownership and responsibility in addressing the root causes of sexual violence in armed conflict are central to deterrence and prevention, as is challenging the myths that sexual violence in armed conflict is a cultural phenomenon or an inevitable consequence of war or a lesser crime. UN peacekeepers must promote responsiveness and accountability through active advocacy with all parties to the conflict and support capacity building of the national institutions to respond effectively to CRSV threats and end impunity. Some of the key areas of support are:

- a. Supporting host Government in:
 - i. Building local and national response capacity;
 - ii. Provision of remuneration and accommodation to soldiers;
 - iii. Efforts in public information campaigns; and
 - iv. Border control and counter human trafficking operations.
- b. Liaising with Government authorities to advocate protection, deterrence and accountability.
- c. Engaging National Human Rights institutions to monitor and follow up on CRSV cases.
- d. Encouraging adoption of strict code of conduct by government forces and armed groups.
- e. Restoring rule of law (fostering Gender justice).
- f. Adherence to HRDDP.

Host State (with the support of the international community) must provide increased access to health care, psychosocial support, legal assistance and socio economic reintegration services (in particular in rural areas) for victims/survivors of CRSV. Women, civil society organizations, including women's organizations, and formal/informal community leaders and networks play a vital role in exerting influence over parties to armed conflict in addressing CRSV, in addition to enhancing the community-level protection measures and supporting survivors in accessing justice and reparations. Leaders at the national/provincial/local levels, including traditional and religious leaders must be encouraged to play a more active role in sensitizing communities on sexual violence to avoid marginalization and stigmatization of victims/survivors, to assist with their social reintegration, and to combat a culture of impunity for these crimes.

The host Government must be requested to designate high-level interlocutors in the civil, military and police forces at the regional and provincial levels to address CRSV, in addition to designating a High Level Focal Point in the executive branch⁵ to coordinate the Government's efforts to prevent and respond to **CRSV/SGBV**. The Mission HQ and subordinate HQs should convey key messages, issues of concern and secure 'commitments' for action. They should also highlight recurring issues of critical concern or obstacles to prevention of CRSV. All Mission components play a critical role in the implementation of commitments on addressing CRSV made by the host State.

Coordination with Host Security Forces. UN Military/police Components may be required to mentor or assist/operate together with national military/police forces to address CRSV. Liaison, coordination and conduct of joint operations with host military and police forces is vital for effective prevention and response to CRSV challenges in the Mission. The host State security forces are responsible for the safety and security of all the people in the country. The national police forces have a primary responsibility to enforce rule of law and maintain the law and order in the country. Through advocacy and capacity building, both entities need to be made more responsive and accountable for preventing the commission of sexual violence by their own personnel and take proactive steps to end impunity and prosecute members of armed groups that are involved in CRSV. Close liaison must be maintained with key leadership of the host State security forces including in the defence establishment, within the framework of the Mission Concept. The Mission may also be mandated to provide mentoring, advisory and training support to host military and police forces.

⁵ However, it is possible that a party may elect to appoint a senior military commander as a high level focal point.



Provision of Support to Host Security Forces. In certain Missions, the UN Military Component may be mandated to support the host security forces to conduct legitimate operations as part of enhancing safety and security, protection of civilians, as well as to extend state authority. However, while providing such support, due care must be taken to the risk that human rights violations may be committed by these forces and UN support must be provided in conformity with the Human Rights Due Diligence Policy on UN Support to non-UN Security Forces. The HoMC and the Force HQ shall engage the top leadership of the host security forces/defence establishment in furtherance of the Mission mandate and in conformity with the Mission Concept. Military Component entities down the channel shall liaise and coordinate, inter alia, the following activities:

- a. Execution of operational activities of the military units and sub-units.
- b. Provision of safe and secure environment, including PoC, freedom of movement, etc.
- c. Information sharing (including on threats and vulnerabilities to women).
- d. Exchange of Liaison Officers and direct hotline communication for early-warning and coordination.
- e. Conduct of joint planning (establish joint planning HQ, as required).
- f. Conduct of joint training and rehearsals.
- g. Conduct joint operations in the context of preventing or responding to CRSV.
- h. Promote responsible and accountable conduct/operations by security forces (advocacy to prevent human rights violations, including CRSV, identifying offenders, screening of forces, etc.).
- i. Provision of protection to key political leaders/stakeholders/vital institutions.
- j. Support/assist mediation and negotiation measures to further peace process.
- k. Accompanying the security forces of the host state to monitor and/or provide support for the implementation of commitments made in addressing CRSV.

Constructive Engagement

Engagement with Parties to the Conflict.

Political dialogue, constructive engagement and coordination with parties to the conflict are effective tools for prevention of CRSV. All parties to the armed conflict are to:

- a. Bear the primary responsibility to ensure the PoC, and to promote and protect human rights;
- b. Ensure complete cessation of all acts of sexual violence;
- c. Identify and release women and children (since vulnerable to sexual violence) who have been abducted from their custody;
- d. Thoroughly investigate all reports of sexual violence committed by civilians/military personnel and bring alleged perpetrators to justice;
- e. Carry out political dialogue in the context of broader discussions of conflict resolution with the parties to the conflict, taking into account, inter alia, the views expressed by women of affected local communities;
- f. Make and implement specific time-bound commitments to combat sexual violence (refer to Strategic Module, Part III, Section 00, Paragraph 00, page 00 for details of commitments);
- g. Uphold the principle of command responsibility, civilian and military leaders demonstrate commitment and political will (authority and powers) to prevent sexual violence in accordance with IHRL and IHL; and to combat impunity and enforce accountability;
- h. Enforce appropriate military disciplinary measures;
- i. Train troops on the categorical prohibition of all forms of sexual violence against civilians;
- j. Debunk myths that fuel sexual violence;
- k. Vet/screen armed and security forces to take into account past actions of rape and other forms of sexual violence;
- l. Evacuation of women and children under imminent threat of sexual violence to safety; and,
- m. Prohibit all forms of attacks against humanitarians and provide unfettered access to humanitarian staff.

To enforce deterrence, the Mission and Force HQ should ensure that parties know that monitoring is taking place, that responsibilities are documented and that they will be held accountable for their acts of commission and omission of serious human rights violations, including CRSV.



Engagement of Armed Groups/Perpetrators.

Mission HQ level. Constructive engagement of armed groups/actors involved/alleged/suspected of committing CRSV is crucial to protect vulnerable sections of the population. Following actions at the Mission level merit attention:

- a. Key leader engagement to enforce responsibility and accountability.
- b. Active advocacy:
 - i. To cease all violations of international human rights and humanitarian law (including CRSV), and release hostages/sex slaves;
 - ii. Designate interlocutors to address CRSV at HQ and local levels;
 - iii. Inform that activities of armed groups/perpetrators are closely monitored, recorded and reported;
 - iv. Sensitise that amnesty provisions will not be applicable to CRSV offenders.
- c. Facilitate initiation of legal proceedings to prosecute offenders through national criminal justice system or through ICC/special tribunals.
- d. Invoke 'listing' of the armed groups perpetrating CRSV.
- e. Support host State to arrest, disarm and prosecute CRSV Offenders in order to end impunity.
- f. Undertake military operations to deter/disarm perpetrators, prevent and respond to CRSV incidents to protect civilians.
- g. Target potential perpetrators (demobilized combatants, urban gangs, unemployed youth, etc.) through DDR programmes, vocational trainings, self-employment schemes, legal awareness, etc.

Military Component Level. UN Military Component is one of the significant instruments, though part of the wider and multidimensional approach to combat CRSV. CRSV being perpetrated mostly by armed elements and government forces, UN Military Component is best placed to leverage its capacities, including the authorization for use of force to prevent incidents of sexual violence, protect civilians from physical violence and to effectively neutralize CRSV threats. For military units and sub-units, it is imperative to seek contact with armed groups so as to engage them to prevent sexual violence (advocacy to influence their behaviour and actions), acquire information on their activities and whereabouts, and assess their intentions and capabilities. In the case of confirmed offenders who have committed CRSV, military units/sub-units shall disarm/detain and hand them over as per Mission SOPs. Engagement will be based on the Mission guidelines and SOP issued by the SWPA. Some of the suggested actions are:

- a. Engage key leaders/contact persons to convey that international community and UN will hold all perpetrators accountable for human rights violations, including CRSV and will be prosecuted as per national/international laws as applicable.
- b. Demand armed groups/actors to cease all activities pertaining to CRSV and release hostages/sex slaves with immediate effect.
- c. Make them know that their activities are being closely monitored and reported.
- d. Target potential perpetrators (demobilized combatants, urban gangs, unemployed youth, etc.) to keep them away from crime through productive activities such as vocational training, recreational activities, SSR, DDR, etc. and sensitisation.

Part III: Procedural Aspects

Overview.

Based on the four Security Council Resolutions, the specificities of prevention and response to CRSV are addressed through mission-specific procedural guidance provided by the SWPA in consultation with relevant mission components. Generic guidelines of procedures to be followed for addressing CRSV are explained in the succeeding paragraphs.

Advocacy.

Key messages for advocacy will be developed and provided by the Mission SWPA to all the components. Due to the spread of deployments, operational reach and resources, military units play a vital role in advocacy on prevention of CRSV. UN military commanders carry out advocacy with the host State Government authorities (civil/military/police officials), parties to the conflict, armed groups



(State/non-State actors), and local communities based on their respective levels and taking into account the specific sensitivities on the ground. Following points will be kept in mind while carrying out advocacy as part of outreach and engagement on protection related and human rights issues (including CRSV), SSR and DDR processes with the target audience:

- a. Advocacy is a command responsibility, not delegated below the level of Company Commander.
- b. Advocacy shall be in consonance with Mission PoC strategy and specific directives which reflects coherent and harmonised messages of all actors (Human Rights, PoC, Gender, CRSV and Child Protection components).
- c. Advocacy should be carried out jointly or in consultation with designated focal point in lead (e.g. SWPA/HRO/CPA, etc.).
- d. All interactions and exchanges shall be reported through chain of command and in parallel to the SWPA.
- e. Advocacy on the prohibition of committing CRSV should not be carried out in isolation of other serious IHRL and IHL violations.

Advocacy with Host Security Forces. Advocacy with the host Security Forces must address the following:

- a. The role of national security forces in prevention of human rights violations, including CRSV.
- b. International standards for the protection of women and children's rights.
- c. The conduct and discipline of officers and soldiers (during on and off duty periods) to restrain them from predatory practices leading to sexual violence and support the investigation and prosecution of perpetrators of CRSV under national laws.
- d. Cantoning and confinement of soldiers and police personnel in camps and to exercise controlled movement outside the camp in identifiable uniforms (to promote accountability and responsibility).
- e. Timely payment of salaries, welfare and recreational facilities for the troops to help prevent predatory practices.
- f. Sensitise government security and law enforcement institutions on gender and human rights (including through training and education) to change gender discriminatory norms and practices, attitudes and promote respect for human rights.
- g. Removal/dismantling of unauthorized checkpoints and roadblocks to prevent harassment and extortion.
- h. Declaring market areas as 'weapons free zone' to facilitate women's safe economic activity.
- i. Declaring Refugee, IDP and DDR camps as 'weapons free zone'.
- j. Host security and law enforcement forces to also consult with the local women on their protection needs and design protection measures as appropriate.
- k. Security at border check points to prevent human trafficking for sexual slavery and forced prostitution.

Advocacy with Armed Groups/Perpetrators. Active advocacy:

- a. To cease all activities pertaining to CRSV and release hostages/sex slaves with immediate effect;
- b. Convey that all perpetrators will be held accountable for their human rights violations, including CRSV and will be prosecuted as per national/international laws as applicable;
- c. Inform that their activities are closely monitored, recorded and reported; and,
- d. Sensitise that amnesty provisions will not be applicable to perpetrators of CRSV.

Monitoring, Analysis and Reporting Arrangement on CRSV.

A Monitoring, Analysis and Reporting Arrangement (MARA) as per Security Council Resolution 1960 is established in Missions with a CRSV mandate. An effective MARA mechanism is required to ensure the systematic gathering of timely, accurate, reliable and objective information on CRSV against women, girls, boys and men in conflict, post-conflict and other situations of concern. MARA facilitates development and roll-out of comprehensive strategies, informs the SRSG-SVC and Security Council and institute effective prevention and response measures to address CRSV. MARA is supported by WG-CRSV, and build upon other existing working groups/forums addressing



protection and sexual violence. The WG CRSV provides the avenue to discuss on all incidents, allegations and investigations of CRSV in order to enhance a coherent and coordinated UN response. Various mission components contribute to MARA (e.g. Human Rights, PoC, Gender, Child Protection, Civil Affairs, DDR, JMAC, UNPOL and Military) in collaboration with the UNCT. In addition, a wide variety of sources (health and psycho-social services, civil society including women's and youth groups, religious institutions, governmental institutions etc.) feed information into the MARA. The UN Military Component (Force HQ/Sector HQ, Military Observers, Military Liaison Officers and contingents) play a vital role in providing relevant information and analysis to feed into MARA.

Early-Warning.

Sexual violence has long been difficult to detect, particularly when committed during or in the wake of war. However, mass rape, like mass murder, does not happen without warning. Often it is planned, permitted and therefore preventable⁶. Early-warning of a potential/impending/ongoing threat to women and girls as well as men and boys is one of the vital operational requirements to effect timely and rapid response to mitigate the risk. Prevention and response can be more effective when the mission resources and entities have an efficient system of early-warning that provides a clear picture of emerging threat manifestations.

Based on the directions from the Secretary-General's Policy Committee in December 2010 (Decision No. 2010/30) and the Security Council resolution 1888 of 2009 (operative para. 24), a Matrix for Early-Warning Indicators of CRSV was created, primarily to encourage proactive, and not only reactive, approaches to CRSV. The early-warning matrix is an illustrative, system-wide reference document, planning tool and inventory that can be adapted and integrated into existing and emerging early-warning and prevention systems at the local, national and regional level, on a case-by-case basis. This framework aims to help field personnel to not only detect, but also to anticipate spikes in CRSV. The indicators are signals of potential, impending or ongoing sexual violence. The indicators help to analyse changes in the operational environment. For instance, in the mobility patterns of women and girls (e.g., absence from schools or market-places), in the conduct of armed groups (e.g., pillage or proximity to civilian centres), or in terms of escalated political rhetoric (e.g., ethnic/gender-based propaganda/hate-speech). This analysis can inform 'hotspot mapping' of the location and timing of violations, as well as help to identify when seemingly isolated incidents may point to a larger pattern. In coordination with WPAs and other **human rights/protection actors**, indicators of imminent threat should be identified and integrated into established protection tools and arrangements in order to strengthen efforts to prevent incidents of CRSV from taking place.

UN Peacekeeping Missions have a structured and versatile early-warning framework in place, incorporating all the stakeholders working in unison for peace and security. Early-warning of a potential or impending threat to women and girls as well as men and boys can trigger spontaneous preventive responses, both at political as well as operational levels. Early-warning should prompt analysis of changes in the operating environment and inform 'hotspot mapping' of the location and timing of violations. Mission early-warning framework must integrate and harmonise the systems and mechanisms of all actors in the field and be versatile to effectively address evolving challenges. All mission entities and host security establishments must be connected through 'hot line' communication. It not only helps to alert vulnerable sections of population, but also supports rapid response by military peacekeepers in time and space to address the threat.

Greater sensitivity is expected from military peacekeepers to early-warning indicators, including increases in cases of sexual violence. Mission early-warning framework acts complementary to the Force HQ surveillance and monitoring framework that is active 24/7, day and night and all weather. Dedicated means of communication (cell phones, radios, INMARSAT, etc.) will have to be

⁶ In the case of incidents such as the June 2010 mass rapes in Walikale, eastern Democratic Republic of the Congo (DRC), timely information and action could have mitigated the atrocities.



established with vulnerable communities, Community Liaison Assistants (CLA) and other civilian sources of Community Alert Networks (CAN) for timely passage of information. Local alarm schemes and immediate response measures must be instituted for each vulnerable area. Predetermined signalling of danger to women and girls must be coordinated and rehearsed (bells, drums, announcements, yells, fire, etc.). Establishment of effective early-warning framework and the knowledge of its existence will also deter perpetrators to commit sexual violence. When the perpetrators experience or foresee a quick response from the UN military based on the early-warning, it will act as a strong deterrence over time.

A diagrammatic depiction of model UN peacekeeping mission early-warning structure with various elements, systems and channels of reporting is attached at ‘[Annex H](#)’ (p. 34). Some of the measures to enhance early-warning on sexual violence are:

- a. The Mission HQ (WPA) shall prepare and disseminate a mission-specific list of early-warning indicators with regard to CRSV.
- b. The military component (commanders/Staff/UN Military Experts on Mission/units/sub-units) shall institute measures to identify threats, report and respond based on mission-specific early-warning indicators.
- c. Units and sub-units must develop early warning indicators (including in consultation with local women organization/associations/leaders) for their respective areas and train the military peacekeepers in recognising, reporting and responding on these indicators.
- d. All static (COBs, OPs, CPs, etc.) and mobile elements (patrols, detachments, mobile columns, etc.) of the military component shall act as early-warning centres (EWC).
- e. Targeted employment of monitoring and surveillance assets, such as, UAVs, radars, sensors, night vision devices (area and individual), etc. is a must to augment efforts of EWCs.
- f. Ensure speedy passage of information to relevant entities (vertical and horizontal) and reporting through chain of command. Simultaneously ensure parallel reporting of early-warning indicators on CRSV to designated officials (PAs/SWPA).
- g. Early-warning inputs and corresponding responses at all levels must also be fed to JOC and JMAC.
- h. Military Operations Centre at the Force and Sector/Brigade HQ, as well as Battalion and Company Operation Centres will maintain hotline communication and VTC, 24/7 to coordinate and direct military responses to the warnings received.

Reporting.

Allegations received or observed by the military component in their work that may amount to human rights violations shall be promptly recorded and shared with the human rights component for verification, investigation and follow-up by the latter, as appropriate.⁷ Incidents/information of potential/impending and ongoing human rights violations, including CRSV must be reported immediately by the military peacekeepers through the chain of command. All reporting should use sex-disaggregated data, so that any possible differences between women, men, girls and boys can be identified, analysed and responded to. As a sequel, parallel reporting to the designated officials at the Mission HQ is also mandatory. Whilst incidents of sexual violence might appear to be taking place in an ad-hoc manner, they may actually be taking place in a widespread manner – hence the necessity to report all alleged incidents on chain of command as well as to human rights officers, WPAs, CPAs, protection advisers, etc. as applicable. Speedy passage of available information is important to alert and possibly initiate pre-emptive actions by the first responders. It is preferable that the verification, confirmation and corroboration of the information on sexual violence is done concurrently without holding the report. Records and documentation of potential/impending and ongoing sexual violence cases must be maintained at COB/Battalion HQ level. In consonance with the principle of ‘do no harm’, military peacekeepers shall maintain the confidentiality and anonymity of victims/survivors of sexual violence (including children) in reporting (i.e. the names of victims/survivors, details of their

⁷ OHCHR/DPKO/DPA/DFS Policy on Human Rights in Peacekeeping Operations and Political Missions (2011).



families, witnesses or sources of information should not be included in any reports). Refer ‘[Annex I](#)’ (p. 35) for the channels and contents of reporting for CRSV incident.

Survivor Assistance.

Host State has the primary responsibility for the provision of services to the survivors of sexual violence. UNCT and other humanitarian organisations support host State in providing assistance to the survivors usually through a designated service provider⁸. Mission Components may supplement where needed in line with the specific referral pathways applicable to the country situation. UN military peacekeepers/detachments must provide immediate support to the victims/survivor, including:

- a. Provide first aid, food, water, clothing, as well as safety and security.
- b. Respect the privacy, confidentiality and wishes of survivor(s).
- c. Refer to appropriate service provider or health centre (according to the wishes of the survivor [informed consent] and as per referral arrangements) as per guidance already provided or in consultation with the SWPA.
- d. Inform the local police after obtaining informed consent from the Survivor and in consultation with the SWPA.

UN entities and donors shall provide timely assistance in the following:

- a. Non-discriminatory and comprehensive health services, including sexual and reproductive health, psychosocial, legal, and livelihood support and other multi-sectoral services for survivors of sexual violence, taking into account the specific needs of persons with disabilities;
- b. Support national institutions and local civil society networks in increasing resources and strengthening capacities to provide the services.

Refer to ‘[Annex I and Annex J](#)’ (p. 35 and p. 36 respectively) for assistance to survivors.

Referral Arrangements.

In many remote locations of the Mission, the military units/sub-units are the first point of contact for a victim/survivor. Handling of victims/survivors will be based on the Mission SOP on Referral Arrangements issued by the SWPA in consultation with service providers. After reporting the incident/information through the chain of command and in parallel to the designated officials (SWPA/HR-WPA/G-WPA/GA/CPA/HRO), the on-scene commander is required to take actions as per the referral card. A suggested model of Referral Arrangements/pathways in UN Peacekeeping Mission is attached at ‘[Annex J](#)’ (p. 36). Military units and sub-units must work with humanitarian agencies to establish grassroots referral networks for sexual violence victims/survivors to facilitate access to medical/psychosocial support. Important actions to be carried out are:

- a. For CRSV survived children, follow protocols provided by the CPA/Mission HQ.
- b. All UN military detachments must carry the ‘Referral Card’ indicating contact details and procedures for victim/survivor assistance for speedy processing of assistance.
- c. Respect confidentiality and wishes of survivor as to whom to inform (friend/mother/family member or a social worker) and which service provider/health centre should be approached.
- d. Preferably a friend/mother/family member or a social worker should accompany the survivor.
- e. UN Military to transfer the survivor to the service provider/nearest health centre with PEP facility as identified by WPAs.
- f. All actions beyond admission to health centre are coordinated by the designated service provider.
- g. Depending on the gravity of the situation and when emergency support is essential, additional resources/help from the Battalion/Force HQ/Mission HQ may be sought.

Investigation.

Investigations of CRSV are usually conducted by the host law enforcement officials and where required, supported by the UNPOL Human Rights Component and designated mission officials (e.g. SPOCA, SWPA, GWPA, HR WPA, CPA, etc.). UN Military peacekeepers shall not themselves

⁸ GBV IASC Guidelines.



carryout investigation with regard to CRSV; while in some cases, joint investigations, follow-up and advocacy can be undertaken under the direction of the Head of Mission and the coordination of the human rights component. Respect for confidentiality must always be maintained. In exceptional circumstances (when designated officials or local police are not available or when security situation do not permit them to investigate), UN military commanders and military observers, supported by female peacekeepers may be authorised to carryout preliminary enquiries to support formal investigations. Military peacekeepers may also form part of a Joint Investigation Team (JIT) if required and provide support to human rights mobile teams carrying out human rights investigations. As a matter of routine, UN military peacekeepers provide security cover to the investigating team; provide logistics support (transport, food, accommodation, communication, etc.).

Handling of perpetrators of CRSV.

To end impunity, it is essential that perpetrators of CRSV are prosecuted through the host State criminal justice system (primary jurisdiction) or before the ICC or appropriate international tribunal, as applicable. It is the responsibility of host State police and justice system to arrest and prosecute alleged/confirmed perpetrators/offenders. UN Military derives its authority to detain/disarm perpetrators of CRSV from the respective Security Council Resolutions/mandates with special authority elaborated in mission-specific military rules of engagement and status of forces agreements, directives on the use of force and applicable international human rights, humanitarian and refugee law, norms and standards. UN military peacekeepers are obliged to detain alleged perpetrators/confirmed offenders and subsequently hand over to the local police or designated State authorities as per the Interim SOP on Detention in United Nations Peace Operations, inter alia, in the following circumstances:

- a. When an act of sexual violence is committed/alleged to have been committed by individuals or groups.
- b. When authorised to detain through an arrest warrant issued by ICC.

Other cases will essentially be dealt with by the local law and order agencies, unless otherwise specified by the Force/Mission HQ and addressed in other UN policies and guidance.

Handling of IDP/Refugee Camps.

IDP/Refugee camps are usually managed by humanitarian agencies. In situations of exodus, there could be ad-hoc camps which are semi-controlled or not controlled by host governmental authorities. Dealing with threats to women and girls from within or outside the camp has always been a challenge. As a matter of legality and practice, the local police have the executive authority to deal with threats to women and girls, as well as men and boys. UN Police when vested with executive authority can also take appropriate policing actions to mitigate threats. In cases where the threats are beyond the capacity of the local and/or UN police, UN military elements may be employed on specific request from the humanitarian agency concerned (e.g. UNHCR) and as approved by the HoM. However, such operations should always be conducted as joint operations with host police/UN Police, as well as representatives from the humanitarian and host law enforcement agencies. UN Military peacekeepers may be employed for the following tasks jointly with UNPOL/local police/host military force with regard to IDP/Refugee camps:

- a. External security cover.
- b. Perimeter Security.
- c. Patrolling inside the camp.
- d. Specific cordon and search operations.

Part IV: Role and Responsibilities of the Military Component In Addressing Conflict-Related Sexual Violence

CRSV-Specific Role and Responsibilities of UN Military Component.

General. The military component of peacekeeping operations plays a vital role in the protection of women and children as part of its mandated tasks of protecting civilians and protecting human rights. Everything that the UN Military does contributes to provide a safe and secure environment, protection



of civilians and restoration of state authority. It can reassure populations, build confidence and faith in the peace process and contribute to broader Mission objectives. Since combating sexual violence is a recently mandated obligation of the military peacekeepers, it is imperative that the tactics techniques and procedures must be oriented and systematized to address CRSV threats and challenges optimally. Military peacekeepers must be sensitive to the threats and respond with the seriousness it deserves. Understanding the human rights situation as well as gender, ethnic, religious and economic dynamics of the societies relates directly to conflict resolution. Military peacekeepers must always be approachable, accessible and responsive to the vulnerable population and help the women to protect their lives and livelihoods.

Key Areas of Response. The key areas of response undertaken by the Military Component include:

- a. Constructive engagement of armed groups (to end impunity and enforce accountability), host State authorities - Civil, military and police – (to be responsive, accountable and proactive) and local communities (to develop joint protection measures).
- b. Advocacy on key messages pertaining to combating CRSV as per Mission SOP.
- c. Assistance in mediation and reconciliation efforts to prevent CRSV.
- d. Identification, analysis and recording CRSV threats.
- e. Gender-sensitive monitoring and surveillance of alleged perpetrators and vulnerable areas/populations to obtain early-warning.
- f. Physical domination of vulnerable areas (with static and mobile elements).
- g. Provide security to designated key national stakeholders/leaders.
- h. Reporting on ongoing CRSV and providing early-warning on potential or impending CRSV incidents/threats.
- i. Supporting deployments of human rights staff to areas at risk of CRSV and other human rights violations.
- j. Assistance in identification, detention and prosecution of perpetrators.
- k. Extraction of victims of CRSV.
- l. Disarming CRSV perpetrators and armed groups/actors.
- m. Execution of 'Referral Arrangements and Survivor Assistance' as per Mission SOP on Combating CRSV.
- n. Facilitating access for humanitarian personnel to provide services for the affected population.

Role and Responsibilities of the Force Headquarters.

Introduction. The fundamental role of the Force Headquarters (Force HQ) is the command and control of the mission's military operations in support of the implementation of the mission's mandate. All PoC related emergencies; including threat of sexual violence in conflict is a priority responsibility for the Force HQ.

Approaches. Military Component in peacekeeping operations must protect civilians against sexual violence. Primarily, women and girls are most vulnerable in conflict and post-conflict situations, compounded by increased tendencies by armed actors to use sexual violence as a strategy and tactic of war. Military commanders need to develop creative and practical approaches to protect women and children from CRSV as per mission-specific operational environment. Some of the steps that enhance responsiveness to combating CRSV are:

- a. **Mainstreaming.** Mainstreaming CRSV concerns and mandated arrangements through operational orders, guidance; planning processes, operational coordination (including designation of lead staff branch) as well as training;
- b. **Accountability.** Establishing command responsibility, setting priorities and sensitisation (through interactions and in-Mission training), as well as implementing prevention and response measures to address CRSV;
- c. **Analysis.** Identification, analysis and recording CRSV threats and incidents;
- d. **Coordination.** Coordinating prevention and response activities with other Mission components as well as protection forums, working-groups, clusters and mechanisms at appropriate levels;
- e. **Prevention.** Instituting comprehensive and proactive measures to prevent CRSV;



- f. Response. Responding in a timely, credible, effective and positive manner to CRSV threats;
- g. Female Military Peacekeepers. Representation of female military peacekeepers in frontline duties can augment community engagement, particularly with local women and children; and,
- h. Focal Points. Designation of CRSV Focal Points to work alongside WPAs and other designated focal points (SPOCA, CPAs, HROs, GAs, etc.) and establishing clear reporting lines vis-à-vis civilian staff members.

Cardinal Points on PoC. Cardinal points to be kept in mind by UN Military peacekeepers while protecting civilians from CRSV are:

- a. PoC is a priority obligation; specifically of women and children;
- b. PoC includes all forms of sexual violence;
- c. Take all necessary actions to prevent CRSV in the areas of deployment and within capability; without prejudice to host Government responsibility and irrespective of the source of the threat;
- d. May operate independently to address CRSV when host Government is unwilling or their effort is ineffective;
- e. Uphold and adhere to international humanitarian law, human rights law and code of conduct for UN peacekeepers;
- f. Show or use force to prevent, deter and respond to threats as per Mission-specific ROE;
- g. When and where possible, permission to use force should be sought from immediate superior commander; and,
- h. Adhere to United Nations Human Rights Due Diligence Policy on UN support to non-UN security forces, including when operating with host State security and law enforcement forces.

Use of Force.

The ROEs of missions having a mandate to use “all necessary means” to protect civilians authorise the use of force, up to and including deadly force to protect civilian under threat of physical violence. The use of force by the UN Military Component is governed by the UN Charter, IHRL, IHL when applicable, relevant SCRs, ROE and other relevant UN policies and guidelines. A visible UN presence, with the right posture and profile, can deter potential perpetrators of sexual violence and inspire a sense of security among the local population. Willingness to take decisive action, if needed, considerably increases the credibility of the UN in the eyes of the civilians on the ground and the wider international community. Following points must be kept in mind while using force:

- a. All commanders must ensure that application of force is legal and controlled;
- b. International legal principles of proportionality, minimum use of force and avoidance/minimising collateral damage must be complied with;
- c. The key peacekeeping principles of ‘consent’, ‘impartiality’, and ‘non-use of force except in self-defence and defence of the mandate’ shall remain primary at all times;
- d. Any application of force should be graduated and allows for the minimum use of force to any given situation, up to and including deadly force;
- e. The use of force shall abide by the principles of ‘military necessity, distinction, proportionality and avoidance of collateral damage’.
- f. The use of force beyond self-defence may only be applied as authorised by the Security Council in the circumstances and/or for the mandated tasks so authorised such as for the PoC and stabilisation operations.
- g. The FC or the commanders to whom the authorisation has been delegated, retains command responsibility over the use of force and respect for the ROE.

Refer to ‘**Annex K**’ (p. 37) for the ‘*Principles*’ to be adhered for use of force and various terms associated with use of force.

Human Rights Role and Responsibilities of UN Military Peacekeepers⁹

The human rights role and responsibilities of UN military peacekeepers are:

- a. Respect, promote and protect human rights norms and standards in performing operational tasks.

⁹ OHCHR/DPKO/DPA/DFS Policy on Human Rights in UN Peace Operations and Political Missions.



- b. Ensure planning and execution of operations integrates human rights implications and mitigating measures.
- c. Be able to recognise a human rights violation and be prepared to take action when confronted with human rights violations in accordance with Mission Mandate and ROE.
- d. Record and share alleged human rights violations with Human Rights Component for verification, investigation and follow up.
- e. Anticipate, plan and prepare for possible crises, escalation of violence and upsurges of human rights violations, including CRSV.
- f. Provide escorts, conduct joint advocacy and assist in human rights investigations. In situation warranting measures to prevent or halt serious human rights violations, responses by the military component may include joint planning to rapidly deploy to volatile areas, support deployment of human rights mobile teams to areas at risk, advocacy with potential perpetrators, proactive deterrent joint patrolling and – as a last resort – the use of force to protect civilians in accordance with the RoE.

HoMC/FC Responsibilities. PoC is a command responsibility. The HOMC/FC shall be responsible for the following command functions in relation to CRSV:

- a. Define military objectives, benchmarks, mission and tasks and issue necessary orders/guidelines to military component in relation on issues of POC including CRSV based on mission's comprehensive POC strategies..
- b. Reflect upon the PoC and human rights mandates, with specific reference to women and girls in the Force Operations Order (OPORD) and provide directions and tasking in alignment with Mission Mandate, Mission Concept, Mission PoC Strategy, Military Strategic CONOPS and ROE.
- c. Issue Force OPORD, Fragmentary Orders (FRAGO), Force Directives (including Training Directive) and SOPs to address CRSV, reflecting the integrated mission approaches.
- d. Establish a functional early-warning system (including for CRSV) duly supported by an effective monitoring and surveillance mechanism integrated with the JOC and JMAC.
- e. Allocate and task (gender-sensitive) monitoring and surveillance resources and force multipliers.
- f. Maintain and validate high standard of operational readiness to respond effectively for the protection of vulnerable population.
- g. Sensitize subordinate commanders up to sub-unit commanders on measures to combat CRSV through periodic visits, direct interactions, formal and informal exchanges as well as through command channel.
- h. Ensure effective coordination with other Mission Components (UNPOL and civilian substantive entities, inter alia, SWPA, HRO, GA, CPA, SSR, DDR, Public Information, Civil Affairs, Political Affairs, etc.) and integrated entities (Strategic Planning and Coordination Centre [SPCC], Joint Operations Centre [JOC], Joint Mission Analysis Centre [JMAC], etc.) for coherent response.
- i. Review and revise military responses to CRSV based on evolving operational environments.
- j. Appoint military CRSV, gender and Child Protection Focal Points at Force HQ (to work in close coordination with SPOCA, SWPA, HR-G WPAs, GA, CPA and SPOCA).
- k. Designate a Military Public Information Officer (MPIO) to work in close coordination with CPIO on matters related to perception management/advocacy on combating CRSV.
- l. Highlight mission-specific military approaches to CRSV and expected standards and methodologies of in-mission training in the Force Training Directive.

Staff Responsibilities.

The Force HQ staff shall factor in “women’s and children’s” protection needs in military planning process and apply protection considerations in conduct (management) of operations. PoC and CRSV being a priority responsibility involving multidimensional and high-sensitivity activities, the functioning of the Force HQ staff will be coordinated by the Force CoS, under the guidance from the Force commander (FC) and Deputy Force Commander (DFC). In the context of CRSV, the Force HQ Staff will be specifically responsible for the following:



- a. Establish an effective monitoring and reporting arrangement on CRSV, including early-warning framework in coordination with WPAs on CRSV (U2 and U3).
- b. Report/update/provide inputs to JOC and JMAC, as well as SWPA on CRSV (U2 and U3).
- c. Issue Information Collection Plans and carryout military analysis of information acquired (U2).
- d. Coordinate, monitor and control preventive operations and protection responses through Military Operations Room (U3).
- e. Manage CRSV related crises in coordination with designated officials (Force HQ).
- f. Provide/coordinate additional support to sector HQ/units/sub-units.
- g. Carry out periodic reviews and assessments on threats and vulnerabilities to women and girls (U2 and U3).
- h. Coordinate responses to CRSV and reporting of CRSV incidents with SWPA/HR/GWPAs, GA/CPA/HRO (U2, U3 and U5).
- i. Monitor daily, weekly and monthly information reports and situation reports to identify patterns of sexual violence and activities of perpetrators (U2 and U3).
- j. Monitor activities of civil population, host security forces, National police, armed groups/actors, etc. (U2, U3, U5, U6 and MPIO)
- k. Disseminate, employ and monitor protection related mission's public information campaigns (MPIO).
- l. Implement QIPs that enhances safety and security of women and girls (Military CIMIC Officer/U5).
- m. Monitor in-mission induction and ongoing training, inter alia with CRSV focus, and support IMTC in reviewing the scenario based training periodically (U7).
- n. Coordinate communication monitoring and provide additional support (activation of CLAs and other sources) up to battalion level (U-6).
- o. Develop military plans and contingency plans for addressing CRSV threats and challenges (U2, U3 and U5).
- p. Liaison and coordination with host military establishment.

Role and Responsibilities of UN Military Experts on Mission.

UN Military Observers (UNMOs). UNMOs are “the eyes and ears” of the Mission and project ‘visible presence’ of the Mission. Their core role is the gathering and verification of specific and general information in the mission area. UNMOs also play a vital role in outreach and engagement with the local population and stakeholders. UNMOs are usually deployed in independent Observation Posts (OP) or in independent team sites. When security situation warrants, UNMOs may be co-located with UN military contingents. Being experts in observation, monitoring and investigations, UNMOs form an important tool in early-warning framework and could be tasked to support various preventive actions of the Mission. UNMOs, being unarmed and omnipresent, are more easily approachable to the civilian populace and can foster effective two way communication (promoting reporting of sexual violence). Due to their multiple skills, UNMOs may be tasked in the context of CRSV for the following (to be executed with specific sensitivity to sexual violence):

- a. Observation, monitoring and reporting on alleged human rights violations.
- b. Interact/liase with armed groups as part of advocacy and constructive engagement.
- c. Facilitate, monitor and report on demobilization and disarming of military forces and armed groups, including their activities.
- d. Provide early-warning on potential and impending CRSV and report on ongoing CRSV.
- e. Carry out preliminary enquiries/military specific enquiries of alleged CRSV.
- f. Monitoring of checkpoints, border crossings, entry/exit points, and air and sea ports.
- g. Assistance to humanitarian agencies through supervising and conducting POW exchanges, food distribution points and convoys, medical supplies and establishments, etc.
- h. Carrying out confidence building measures, establish informal communication channels with identified stakeholders and facilitate perception management initiatives.
- i. Carryout negotiation, mediation and reconciliation as required.
- j. Be part of JPT/JIT.



UN Military Liaison Officers (UNMLOs). UN Military Liaison Officers (UNMLO) are deployed to liaise and engage with host local/provincial/National Governments; National military forces and other security institutions; opposing armed groups; neighbouring countries in the conflict zone; international agencies and forces; other UN partners; international and national non-governmental organizations, including human rights organizations; the humanitarian assistance community; local civil society groups including women's groups; and other persons or organizations identified by the Mission. Due to their scope of work (direct liaison) and breadth of interactions with multiple actors in the conflict zone, UNMLOs are most suited to obtain and provide information on potential, impending or ongoing sexual violence. In certain UN missions, UNMLOs also perform the tasks of UNMOs thereby optimising flow of information on threats and vulnerabilities to women and girls. UNMLOs can play a significant role in advocacy and perception management, particularly of the host State Security Forces and armed groups who have a history of committing sexual violence. They also facilitate identification of alleged/confirmed offenders, promote the screening of forces, and enforce adherence to HRDDP.

UNMLOs monitor and report developments in respective fields/Area of Responsibilities (AoR) to the Force HQ. Some of the tasks performed by UNMLOs in the context of CRSV are:

- a. Support the establishment of a Mission early-warning system.
- b. Gather relevant information from all security related agencies and UN partners.
- c. Liaison with International Organizations/Non-Governmental Organisations. .
- d. Maintain a databank of all key personalities and functionaries of the host government officials, rebel groups, security forces and agencies, civic society groups, local leaders, socio-cultural-ethnic-religious groups, etc.
- e. Assist in addressing/mitigating impediments in mandate implementation.
- f. Carryout negotiation, mediation and reconciliation as required.
- g. Mentoring of host security forces.

Role and Responsibilities of Military Units and Sub-Units.

The role and responsibilities of military units and sub-units, as well as of commanders and military peacekeepers; the methodology of application of MET; procedural issues and training parameters are explained at Module III: Tactical Level Approaches to Prevention and Response to CRSV.

Part V: Constructive Approaches to Prevention and Response to CRSV

Overview.

Factors that support effective response by uniformed peacekeepers to CRSV are exemplary leadership, consultation and coordination with civilian and UNPOL counterparts, as well as training and preparedness. The Force HQ and military units/sub-units address CRSV challenges through established tactics, techniques and procedures based on time tested fundamentals of operational design and identified best practices. These fundamentals aim at stimulating reflection on innovative, creative and practical solutions that can advance women's protection and overall mission success. The Military Component's approaches to combat CRSV is derived from the Mission Concept, PoC Strategy, Military Strategic CONOPS, Mission-specific CRSV work plan and SOP, as well as the Force OPORD; which provides the basis for planning and execution of operations at the operational and tactical levels. Some of the constructive approaches to address CRSV challenges in peacekeeping environment are explained in succeeding paragraphs.

Overarching Issues.

Priority. Protection of civilians, particularly of women and girls under threat of CRSV is a priority obligation for the UN military units.

Leadership. Committed, conscientious and resolute leadership is essential to address CRSV threats effectively. Foresight/anticipation, mental mobility, resilience and motivation play a crucial role in preventing or responding to CRSV. Commanders need to exercise a high sense of maturity, utmost



restraint and compassion in a peacekeeping environment. Protection of civilians (especially of women and girls) is a command responsibility which must not be compromised. Effective response to sexual violence requires appropriate and timely decision-making, accepting responsibility, and being accountable for action or lack thereof. Commanders must be able to interpret the mandate correctly and sensitise all ranks on its relevance and methodologies of implementation.

Community Support and Engagement.

Overview. Community engagement (with all segments, including refugee and IDP communities) is a corner stone activity in prevention and response to CRSV. Outreach and engagement activities must be oriented towards generating trust and faith in the peace process, build confidence of the people and enhance the situational awareness. The local population should feel confident and encouraged to come forward and report on ongoing sexual violence and provide early-warning on potential/impending threats. Involving participation of vulnerable sections of the society (including women and girls) in designing joint responses should be an essential feature of community engagements. Through positive community engagements (including gender analysis), peacekeepers are not only able to “see” why women and girls may be at risk in certain situations and design appropriate protection activities, but also contribute to force protection and enables commanders to make appropriate decisions based on sex-disaggregated security assessments. Knowledge of the host country language and engagements by female peacekeepers are crucial for effective and positive interface.

Military units and sub-units must establish close liaison and rapport with the local communities and break the barriers to cross cultural communication. UN Military efforts must be coordinated with the activities of Mission Civil Affairs Section in liaison and engagement of local communities. Some of the best practices in community engagement are explained in the following paragraphs.

Community Engagement.

- a. **Interaction with Local Communities/Key Leaders.** Military personnel must establish direct communication with the communities and interact with local women and men; community leaders (including political, traditional, customary, religious, youth and women) and representatives of women’s NGOs. The communities and its leaders can provide early-warning on potential/impending sexual violence, information on the prevailing/emerging security situation, especially concerning security threats facing local women in general, and in the context of special events, such as elections. Liaison with local women and men is required to identify and respond to security threats effectively. It is important to consult local women on the threats that face them and the girls in their communities. Interactions, liaison and consultations can effectively contribute to prevention of CRSV.
- b. **Meaningful Participation of Women in Designing Protection Measures.** Women should be key actors in designing early response initiatives, with a critical mass of women participating as beneficiaries of any intervention. This may be supported by establishing a gender-balanced team of community stakeholders responsible for generating response initiatives or identifying key contacts within communities or institutions who will be consulted throughout the development and implementation of response interventions. This could help sexual violence survivors communicate more openly with them, as well as more easily coordinate the patrol schedule with the local women and their timings of water/fire wood collection or trips to the market, and be better able to explain the purpose of the patrols to women in the host community.
- c. **Coordination.** Patrol activities and deployment of military detachments must be coordinated (timings, areas, communication, etc.) with local communities/vulnerable sections.
- d. **Advocacy and Sensitisation.** UN Military can provide assistance to combat social stigma, through active advocacy and sensitisation campaigns.
- e. **Communicating Through Interpreters.** Every effort must be made to use language assistants and interpreters to communicate with the local population. The mission needs to make an investment in identifying and employing a balance of male and female language assistants and interpreters to accompany male or female military and police peacekeepers.



- f. **Community Liaison Assistants**¹⁰. Community Liaison Assistants (CLA) are national staff provided by the Mission Civil Affairs Section (usually two per COB) who act as interlocutors and provide interface between the deployed UN military units/sub-units and the local communities. CLAs are a useful tool for effective liaison and engagement with local communities. CLAs activate Community Alert Networks (CAN) and provides early-warning to the COB on protection related threats. They also participate in JPT missions and monitor impact of protection activities. When appropriate, it is preferable to also engage female CLAs to enhance communication with the women and girls of the community. The confidentiality and security of the CLAs must be respected at all times (e.g. MONUSCO).
- g. **Community Alert Networks**. Community Alert Network (CAN) is a network established in a community for wider engagement, exchange of information, early warning and to alert the community and protection actors in times of emergencies. Dedicated communication arrangements must be provided to identified civilians (focal points) and their confidentiality must be maintained (e.g. MONUSCO). Such alert networks should be established in a way that does not expose local partners to retaliation and should be consulted with the human rights component.
- h. **Refugee/IDP Community Engagement**. UN Military must:
 - i. Provide a secure environment for delivery of humanitarian aid to refugee/IDP communities.
 - ii. Engage with humanitarian and IDP communities on their specific security concerns, protection needs and jointly design protection strategies and activities.
 - iii. Safeguard the civilian and humanitarian character of refugee/IDP camps.
 - iv. Promote Gender-sensitive refugee/IDP camp design and management.
- i. **Encourage Reporting of CRSV**. Community engagements must lead to increased confidence to report incidents of CRSV. Local women and girls must be assured of confidentiality and that UN will take all measures to end perpetration of the crime and fight against impunity.
- j. **Cross Cultural Communication**. Military peacekeepers must be trained and sensitised to understand the cultural context, including the customs, traditions and practices, while interacting with local people, especially the women and girls.

Community Support/Assistance.

- a. **Protection Sites**¹¹. COBs/areas adjacent to the COBs provide incidental protection and therefore have attracted many vulnerable sections to congregate and establish camps in the proximity (e.g. UNMISS).
- b. **Protection Support**. Military peacekeepers can provide armed escorts to accompany women/girls while engaging in economic activities, (such as going to markets, or collecting firewood etc.) and to access humanitarian aid (between home and delivery points). Commanders must anticipate and avert predictable risks (e.g. “firewood rape/rape during firewood collection”). Escort patrols are particularly effective when trust is built between participants and patrollers through committees that discuss timing, frequency, route selection, distance and how the patrol will be carried out. An interpreter/ language assistant must accompany such patrols. In addition, standing patrols (deployed for specific duration to keep an area under watch) and roving patrols (patrols that move around from place to place in vulnerable areas at any given point of time) must also be employed as per operational requirement.
- c. **Movement Control/Modifying Mobility Patterns**. Depending on the threat and vulnerabilities analysis, mobility patterns may have to be modified for enhanced security. Coordinated movements for subsistence activities, protected movement of children to the schools, entry and exit controls in the villages and markets, etc. are some of the measures to enhance security.
- d. **QIPs/Social Welfare**. In coordination with the SWPAs, Military units and sub-units can undertake quick impact projects (QIPs) that are security oriented and women centric, enhancing incidental protection (e.g. provision of water points, stoves, fuel efficient locally adapted technology, alternative income generating options for women, solar powered lights and cookers, Women’s vocational training centres, etc.).

¹⁰ Introduced in MONUSCO.

¹¹ In UNMISS, the Mission has established 10 protection sites to address the protection needs of the displaced people.



- e. **Community Welfare Programmes.** Providing medical assistance (particularly to the women and girls who have suffered sexual and other abuses) through female medics and doctors, including deployment of mobile health clinics in remote/insecure areas, self-employment generating opportunities, guidance and training to join national police forces, recreational facilities, self-defence measures (un-armed combat), etc. would enhance safety and security for women and girls. UN military can also monitor hospital reports and reinforce health workers to assist victims/survivors. Such programmes must also be coordinated and carried out in consonance with existing referral arrangements for the survivor assistance.
- f. **Women's Help Desks.** Static deployments (COB/CP/OP, IDP/Refugee camps etc.) must have women's help desk to promote increased reporting and to discern security concerns and threat perspectives; and safe spaces for confidential exchanges/communication and service delivery (meeting rooms, separate medical aid room, etc.).

Building Community Based Capacities:

- a. **Community Defence Committees and Schemes.** Community defence committees/schemes are composed of responsible men and women of the communities to analyse security concerns and establish community defence schemes, such as day and night community watch teams, community night patrols, etc. to prevent/deter or provide early-warning to nearby COB.
- b. **Local Alarm Schemes.** Military peacekeepers are required to assist communities to establish local alarm schemes, particularly in vulnerable areas/approaches, (Including physical barriers that can alert villagers on protection watch, drum beats, church bells, banging of utensils, yelling, calling through mobile phones/radios, establishment of a distress call (helpline) system, etc.) that would alert the military detachments in the proximity and respond quickly.
- c. **Self-Protection Measures.** It is essential for the Military Component to support the communities in self-protection initiatives and organizing themselves to address the security concerns, such as:
 - i. Organizing unarmed protection groups (by volunteer men/youth);
 - ii. Training on self-defence for women and girls; and
 - iii. Training on response measures in cases of emergency, including attacks on women/girls.
- d. **Social Standards.** It is essential to reinvigorate social restraining standards disrupted by conflict, and to strengthen traditional centres of power that exert a positive influence on behaviour.
- e. **Reconciliation.** Engagement of traditional chiefs, non-partisan community groups, faith-based organizations and NGOs is essential to systematically promote reconciliation.
- f. **Influence of Religion/Faith-Based Networks.** Religious organizations often have the moral authority to act as a conduit for information and social mobilization. Religious entities play a vital role in maintaining high standards of morality and shape attitudes and behaviour positively, reducing the criminal mind set.

Planning and Coordination.

PoC Risk Assessment. The PoC risk assessment at Mission level helps to identify and prioritise communities at risk; as well as the risk faced by women, girls, boys and men; based on for example the gravity, scale and likelihood of human rights violations. Understanding the risks to civilians is essential in planning force deployment, operational tasking and tactical manoeuvres. Being the primary responder, Force HQ must continuously acquire military information, analyse threats and vulnerabilities and factor them in the Military Components planning and execution. Joint assessments of threats to civilians are conducted by JMAC in conjunction with Mission Components and other relevant civilian actors.

Military Analysis. Military analysis will include threat assessments, identification of vulnerabilities (to communities) and hot-spots (where incidents of sexual violence can take place), analysis of capabilities and courses of action of negative forces/perpetrators, evaluation of own options and courses of action, as well as recommending the most suitable military responses. The analysis should also provide sex-disaggregated information on Gender and age; such as differential impact of the conflict or post-conflict situation on women, girls as well as men and boys. Appropriate attention should be given to any differences in security threats facing women and girls, as well as men and



boys. The capacities of women to contribute to peace should also be identified, analysed and coordinated. The risk assessments and threat assessment are to be reviewed and updated continuously. Analysis should support a perpetrator profiling system.

- a. **Hotspot Mapping.** Undertaking hotspot mapping to identify vulnerable areas and vulnerable sections. It assists in instituting timely and credible response mechanisms to prevent and respond to CRSV threats, and facilitates optimisation of resources.
- b. **Flash Point Matrix.** All UN Military entities (HQs, units and independent sub-units) are required to develop a “PoC Flash Point Matrix” to reflect analysed data of threat, vulnerabilities and response measures, with particular focus on CRSV related issues (Refer ‘[Annex L](#)’ (p. 39) for the template of Flash Point Matrix).

Situational Awareness. Capacity and ability of the Force HQ, as well as units and sub-units in generating actionable military information is the key to maintaining accurate and real-time situational awareness that supports Mission’s responses to a developing situation. Share early warning based upon the Force anticipating risks of human rights violations and information requirements to enhance situational awareness. Based on the intent and PIR of the HoMC/FC, the Force HQ is required to prepare a detailed information collection plan, specifying the information requirements, designating sources, tasking of agencies/entities and coordination arrangements. Close liaison with the local population and host authorities (civil, military and police) help ensure that the peacekeeping mission is in possession of information required to understand and map out vulnerabilities and direct military resources to areas of high incidence where they can have a high impact. Acquired information must be analysed to establish threats, vulnerabilities and patterns. Sharing/dissemination of timely, accurate and actionable information to various protection actors is the key to faster response. CLAs (including female CLAs) and other civilian sources (CAN) from the local communities can provide timely and accurate information. Measures must be instituted to obtain information on ongoing sexual violence, including through the monitoring of hospital reports (discretely executed without violating the principle of confidentiality) and informal interactions to support Mission’s MARA.

Monitoring and Surveillance. One of the most important tools of prevention and timely response is to have 24x7 (day and night) monitoring and surveillance of the AOR, particularly the vulnerable areas. Force HQ and successive echelons of the Military Component must be cognizant of the evolving challenges and institute active surveillance and monitoring measures and employ systems for early-warning, realistic and timely assessment and to maintain required levels of operational readiness. Utilisation of ground sensor radars, tactical Unarmed Aerial Systems (UAS), satellite imageries, aerial photography, area/individual night-vision devices, communication monitors and electronic monitors etc. are beneficial in surveillance and monitoring of alleged perpetrators of CRSV. Commanders must also monitor changes in operational environment, particularly with regard to threats to women and girls and institute necessary modifications to tactics, techniques and procedures. Timely, accurate and detailed reporting is essential to provide clear understanding of the situation to the Mission leadership as also to generate suitable options/COAs for a comprehensive mission-wide response.

Planning. Based on the Mission PoC and CRSV Strategies as well as human rights and military assessments; the Force HQ must put in place systematic and detailed planning at all levels of the Military Component for effective execution of the prevention and protection responsibility. Scenario-based analysis of threats and responses will dictate various courses of actions and contingency planning. Joint operational planning of PoC operations by JOC conducted with and other relevant civilian actors is essential to ensure a whole-of-mission approach. Planning should lead to prioritisation and optimum allocation of force resources. Some of the mandatory planning tools at the Force HQ level in which combating CRSV need to be factored into are:

- a. Information Collection Plans.
- b. Surveillance and Monitoring Plan.
- c. Patrolling Plan.
- d. Routine Operational Plans.



- e. Quick Reaction Plan (to build up).
- f. Stabilisation Operations Plan.
- g. Crisis Management Plan (to restore an adverse situation).
- h. Inter-Mission Cooperation Plan.
- i. Joint Operations Plan (with UNPOL, and/or Local Police and/or host Military and/or a parallel force).
- j. Air Support Plan (employment of Utility/Attack Helicopters).
- k. Contingency Planning.
- l. Outreach and Engagement Plans.
- m. Movement Plan.
- n. Medical/Casualty Evacuation Plans (civilians/survivors/victims).

Tasking. Based on threat assessment, military analysis, resources available and commander's appreciation, the military units, sub-units and resources (e.g. force multipliers) will have to be tasked through formal orders – OPOD, FRAGO, etc. Prevention and response to CRSV shall form part of the considerations and execution part of the defined METs for the Military Component.

Coordination. Since combating CRSV is a mission-wide activity, undertaken in a multidimensional space with multi-sectoral approaches, coordination with all actors and integration of efforts is vital for timely and effective response. The Mission integrated entities (such as SPCC, JOC, JMAC, etc.) play a key role in facilitating coherence and synergy in planning and execution of PoC activities through integrated/joint forums (PoC Working Group, CRSV Working Group, SGBV Sub-cluster/platform/working Group, etc.) amongst all actors. For the Military Component, coordination (as relevant) with the following entities is essential for smooth execution of MET:

- a. Coordination within Military Component (HQ, staff, neighbouring units, etc.).
- b. Coordination within Mission (integrated entities, civilian and police components, etc.).
- c. Coordination with local presence of UNCT (UNHCR, WFP, UNDP, UNICEF, UNFPA, etc.).
- d. Coordination with local IOs/NGOs/service providers (ICRC, MSF, etc.).
- e. Coordination with host State authorities (civil administration, health and social services, military, police, etc.).
- f. Coordination with host population (communities, leaders, civic bodies, etc.).
- g. Coordination with relevant actors on in-mission training and rehearsals for joint operations.

Joint Training and Rehearsals. Regular training and rehearsals as per Mission training directive, including with the National police, host military forces, UNPOL, Force/Sectoral reserves, Units of force multipliers (Attack Helicopters, etc.) helps in displaying intent, capacities and resolve in addressing CRSV threats effectively.

Command and Control (C2). Being sensitive and high risk/high impact nature of CRSV incidents, all military responses will be centrally coordinated and controlled through the Company/Battalion/Sector HQ/Force HQ Military Operations Centre (MOC). These MOCs will also act as early-warning and monitoring centres. At the mission level, JOC will coordinate responses of all actors.

Prevention and Response Measures.

Overview. All elements of the Military Component must be kept in high state of operational readiness to respond rapidly and effectively to fluid situations to effectively prevent and respond to CRSV threats. Commanders at all levels must be clear on roles, responsibilities and tasks in relation to PoC, with particular reference to CRSV/SGBV. Commanders must take steps to maintain tactical balance while conducting routine and planned military operations to retain advantage and enhance responsiveness. Where required, the Force and Mission HQ should mobilise all resources from within the Mission, from neighbouring Missions (Inter-Mission Cooperation), or from other partners (parallel forces) to contain and stabilise a deteriorating or adverse situation. In general, military response to an impending/ongoing CRSV involves the following:



Protective-Grid. Units and sub-units are to be deployed in a protective-grid to cover most vulnerable areas to CRSV (women and children) with static/semi-static and mobile operational elements that caters for tactical balance, flexibility, operational agility and responsiveness to address threats to civilians, including CRSV. Static deployments such as Company Operating Bases (COB), Observation Post (OP), Checkpoint (CP), etc. provide incidental protection and deter armed groups/actors/other perpetrators from committing sexual violence, in addition to improving responsiveness of the military forces. Vulnerable areas outside the operational influence of static deployments (COBs) and semi-static deployments (TOBs/Temporary OP/CPs) must be covered by operations of mobile and manoeuvre elements (vehicle or APC mounted, riverine units or helicopter borne forces). In peacekeeping operations, mobile forces enhance visibility (augment prevention) and operational reach (augment effective response). It facilitates domination and sanitisation of specific areas and helps to segregate Armed Groups/perpetrators.

Routine Preventive Operations/Activities and Area Sanitisation. Professionally executed relentless, protracted and preventive routine operations and activities positively contribute to prevention and deterrence. This in itself is adequate to dominate the AOR, maintain pressure on the perpetrators (by denying access to population centres and impacting logistics sustenance) and to revive/restore state authority. Periodic area sanitisation operations to effectively address areas away from static/temporary deployments, where perpetrators are likely to operate with impunity are also equally important.

Mobile Operations. Mobility is crucial. The capability to move quickly by air, vehicle or, even better, on foot, to areas of high incidence or potential flash points is a key to combating CRSV. Random high-mobility patrols, CPs, UNMO and MLO teams appearing in remote and unexpected areas would increase visibility and enhance deterrence.

Robust Posturing. The professional posturing of UN military units and sub-units collectively, and of commanders and soldiers individually act as effective deterrence on perpetrators and contributes to enhancement of confidence and faith amongst the communities. In the context of CRSV, military posture is projected through advocacy, outreach and engagement, situational awareness, procedures and drills, equipment profile, will to use force and resolve of commanders. Posture demonstrates commitment and intent, and adds to force protection. Posture can make a considerable difference to the perceptions about the force by both sexual violence perpetrators and the local population.

Pre-emptive Operations. In most cases, CRSV is preventable with rapid preventive deployments, undertaken by mobile forces, such as QRT at sub-unit level, QRF at unit level, Force Reserves at Force HQ level and even through Inter-Mission Cooperation (IMC). Deploying even a limited capability to the right place at the right time is likely to have a deterring effect and add substantial credibility to messages being delivered through other channels. In certain cases, sidestepping/redeploying operational detachments to areas can pre-empt a potential/impending threat that is manifesting. Hot-spots must be identified in close collaboration with the civilian component of the Mission and the local chiefs of the villages. Situational awareness, operational readiness, mobility (including strategic mobility), rapid concentration of force levels and effective command and control are vital for effective pre-emptive operations.

Proactive Operations. Military commanders must seize initiative, anticipate evolving operational challenges and employ military units/sub-units/resources in time and space to deter and prevent CRSV incidents, by dominating, posturing and influencing/controlling the courses of events. Real-time situational awareness, foresight/anticipation of threats and operational readiness are crucial for being proactive in countering CRSV threats. Information/early-warning/reports of an ongoing/potential/ impending incident/threat about CRSV should be acted upon immediately. It may also be in the form of supporting deployments of human rights staff to areas at risk of CRSV and other human rights violations.



Operating in Unconventional Manner (space, time, mode and duration).

Unconventional Space. UN military units must be prepared to operate in unconventional¹² spaces (such as fields, water points, markets, rural areas, or in proximity to villages, camps, forests, etc.) which are usually not part of traditional routes/bounds or bases for operational detachments (e.g. Patrols) to combat CRSV. A detailed terrain analysis and military appreciation of the modus-operandi of the perpetrators or armed groups would be helpful in deploying or identifying patrolling routes. To effectively reduce the risk of violence, planners need to choose routes well and engage communities under threat (including refugee and IDP communities) and humanitarian actors in the planning.

- a. **Unconventional Time.** Despite lower operational tempo of UN peacekeeping, in the context of CRSV, it is imperative that military units conduct routine operations during identified vulnerable times (e.g. hours of darkness, including in unlit areas), bad weather or extreme climatic conditions. Since the majority of cases of sexual violence occur during the dark hours and in unlit areas, UN military peacekeepers must have night-vision devices, infra-red sensors, area surveillance devices, radars, mini-UAS, etc. Units and Sub-units must be trained to execute mission-specific tactics techniques and procedures at night and retain ability to respond rapidly to address CRSV threats. Use of flares/illumination mortars is a form of “deterrence through presence” in areas where women/girls are being abducted and raped.
- b. **Unconventional Modes.** Military peacekeepers also must be able to operate on different modes, such as helicopters, APCs, MPVs, TCVs, boats and on foot, to address vulnerable areas (including inaccessible and remote areas) rapidly to pre-empt/prevent or respond to threats.
- c. **Unconventional Duration.** Military operations (including deployment of TOBs/mobile elements) to counter CRSV may have to be undertaken for prolonged periods to ensure enduring presence in vulnerable areas. Often, seasoned perpetrators target areas where the UN military presence is rare or not there at all. Hence the importance of enduring presence in vulnerable areas in addition to frequenting less vulnerable areas through mobile detachments.

Active Patrolling.

- a. Military units and sub-units must conduct active patrolling to dominate the AOR, reassure populations and provide escorts to vulnerable sections (when moving for firewood/water/food collection, farming, visits to markets/schools/religious places, etc.).
- b. Day and night; all weather patrols (including with Night Vision Devices) must have enduring/sustained presence in vulnerable areas.
- c. Long-range multiple day patrols should be used to address remote areas, in particular during the dark hours and accompanied by interpreters, generating greater sense of security.
- d. Allegations received or observed by the military component in their work that may amount to CRSV and other human rights violations shall be promptly recorded and shared with the WPAs and human rights component for verification, investigation and follow-up by the latter.
- e. Deployment of Joint Protection Teams (JPT), which include female civilian, police and military personnel, reaching out to the local population have proved very effective.
- f. Patrol in unconventional spaces and unconventional ways, in proximity to villages, compounds, camps, forests and fields, is the best response to an unconventional and often “invisible” threat.
- g. When operating from armoured personnel carriers (APC) and vehicles, the infantry sticks (columns) may be required to operate on foot as well, either to address threats (under the fire cover from APCs) or to engage communities.
- h. Helicopter borne patrols can significantly enhance presence and visibility in a wider area more frequently thereby reassuring the vulnerable sections of the population and deter perpetrators of CRSV.

Temporary Operating Bases¹³. Temporary Operating Bases (TOB) are independently deployed defensible bases with required force levels and logistics sustenance. In the context of CRSV, TOBs are deployed to cover vulnerable areas and hotspots by the fastest means available. Once deployed,

¹² In Sudan, “firewood patrols,” accompanied IDP women and girls leaving their camps or settlements to collect grass and firewood to prevent “firewood Rape” which were rampant.

¹³ Mobile Operating Bases (MOB) in MONUSCO is a variation of TOB.



they carry out day and night operations through mobile and static elements. They may operate on foot; vehicle or APC mounted; or may be provided with helicopter support on call. Their unexpected presence in potential vulnerable areas can prevent CRSV. TOBs may be systematically redeployed to address a wider area to keep the armed groups off-balance and ensure security. TOBs enhance the confidence of the population in the peacekeeping operation and deter armed groups from settling in the vicinity of villages and committing atrocities. TOBs can also be interposed between armed groups in times of rising tension, and this is especially relevant when the modus-operandi of such groups includes SGBV.

Outreach and Engagement Activities (Including Advocacy). Targeted outreach and engagement activities and advocacy with host authorities, parties to the conflict and other armed groups can deter and prevent them from perpetrating sexual violence. UN military commanders up to Company Commanders must use advocacy as an effective tool for prevention of CRSV. Advocacy must be consistent with Mission directives and SOPs. Advocacy not only targets the perpetrators or fence sitters, but also the victims/survivors as well as the vulnerable women and girls in particular and the society in general.

Integrated Teams.

- a. **Joint Protection Team.** Joint Protection Team (JPT) is a mixed UN team comprising the military observers/contingent personnel and civilian liaison personnel/substantive experts as applicable (SWPA, HR/G WPAs, HROs, GA, CPA, CIMIC Officers, Public Information Officers, IPOS, etc.). JPTs engage communities to assess and analyse threats (trends/patterns) and find practical solutions to protection issues. JPTs also improve information-sharing between troops, the host population and its representatives, including women and children; facilitate humanitarian access, as well as to enhance planning and coordination of Mission responses.
- b. **Joint Investigation Team.** Joint Investigation Team (JIT) primarily carries out investigations of human rights violations, including CRSV, conducted by experts (WPAs, HROs, CPA, and IPOs). UN military observers and Company Commanders may be part of a JIT in specific cases. UN military units may be required to provide security and logistics support for the JIT. Employing JIT helps to bring perpetrators to justice, foster accountability and end impunity.
- c. **Operational Planning Team.** Operational Planning Team (OPT) is a new entrant in MONUSCO which complements operational level joint planning and coordination involving multiple actors to address specific issues, including prevention and response to CRSV.

Safe Haven/Safe Corridors. IDPs/Refugees are most vulnerable during movement and in temporary camps. Provision of area security cover or protected corridors in UN designated areas to ensure safe passage of displaced population and protection of camps/safe areas where refugee or IDPs have congregated.

Interposition. Interposition of credible military force, deployed tactically between armed groups and communities at risk can deter the aggressors and protect in the event of hostile acts. Past incidents indicate that rapid build-up of additional forces in a vulnerable area cumulatively increases the deterrence value.

Weapon Reduction Programmes. Societies that have a culture of possessing weapons are more prone to means of violence, including sexual violence. Measures to confiscate/reduce the proliferation of small arms and light weapons in communities are crucial to curb sexual violence.

Cordon and Search Operations. In the context of CRSV, cordon and search operations may be undertaken on actionable information for the following purposes:

- a. Contain/apprehend perpetrators/offenders;
- b. Confiscate weapons/other stores; and,
- c. Save/free women and girls who are abducted and being used as sex slaves/for forced prostitution.



Graduated Use of Force as Part of Mission Essential Tasks (MET). While in the process of executing MET, UN military peacekeepers can apply graduated use of force as per ROE once the hostile intent is ascertained and the threat of sexual violence is imminent.

Extraction. Extraction is a UN military task which requires special skills and is undertaken to extract/save/release captive/abducted/kidnapped/hostage taken women and girls from CRSV perpetrators. Safety of survivors and harm mitigation measures must be given due considerations in extraction operations. Such activities are subject to prior planning and consultation with national and humanitarian entities involved in the provision of appropriate medical and psychosocial care.

Deployment of Force Reserves/QRF/QRTs. The Force Reserves, QRF and QRTs at Force, unit and sub-unit levels respectively must be employed rapidly to prevent and respond to emerging threats. The QRTs/QRFs once deployed can readjust and redeploy to other areas depending on changes in threat manifestation. Operational readiness and strategic/air mobility is crucial.

Stabilisation/Restoration of an Adverse Situation. UN military forces may be required to intervene in the event of a commencement of hostilities between armed groups (which invariably lead to threat of sexual violence) to contain the effect, stop fighting and restore normalcy. In addition to all other measures, military peacekeepers may have to use force as per ROE.

Robust Military Operations. UN military forces are required to carry out coordinated, robust, highly mobile and versatile operations, including through employment of force reserves and Special Forces in order to:

- a. Prevent a CRSV threat from manifesting;
- b. Protect civilians, especially women and children through direct military operations; and,
- c. Respond to threats.

Such operations will invariably involve disarming and detaining perpetrators, protection of vulnerable population, extraction/saving victims and in specific circumstances, UN military forces may also be authorised to undertake operations to neutralise armed groups¹⁴ and actors, including conduct of targeted offensive operations.

People Friendly Operations. UN military operations must be orchestrated in a calibrated and people friendly manner, so that the community/society is not under undue pressure. The tactics, techniques and procedures of tactical entities and individual peacekeepers should be tailored to make it less intimidating to women and children. Pleasant disposition, effective communication, empathy, genuine care and concern, good conduct, etc. collectively enhance people friendly approach. When force is required to be used, adherence to the golden principles of Use of Force is crucial. UN military operations should avoid collateral damages and hardship to the civilians. Preferably, operations should follow welfare activities, such as medical support, etc.

Public Information and Perception Management. ‘Public Information and Perception Management’ efforts by Military Component must be consistent with Mission directives and focus on addressing the communities (including ethnic groups) as well as armed groups, aimed at inter alia, preventing sexual violence against women and girls. The example set by peacekeepers on how they view and treat women is likely to be emulated. This allows the UN to serve as a model and example of the principles for which it stands. The Military Component in general and the Military Public Information Officer (MPIO) in particular should provide necessary inputs that can be factored in the Mission’s Public information campaigns as part of perception management (including on monitoring and reporting of behavioural change, dissemination of key messages, etc.).

Training for Prevention and Response to CRSV.

For militaries world over, addressing CRSV may not be a formal part of the curriculum. Therefore, it is imperative to provide doctrinal and training guidance to UN military peacekeepers with the broad

¹⁴ In MONUSCO, the FIB is tasked with neutralisation of armed groups.



spectrum of challenges in the peacekeeping context and dynamics of prevention and response to sexual violence within the framework of the Mission mandate and ROE. It is important that mission CRSV training is streamlined with other mission training on human rights, POC and child protection and to use the training as a platform to build operational links. Training programs should help peacekeepers to better prevent, recognize and respond to sexual violence and other forms of violence against civilians. At the Mission level, SWPA and WPA HR and GAs/Officers must work in close coordination with the Chief IMTC and the Military U-6 Staff Branch to address CRSV related in-mission training needs as part of induction, ongoing and specialised training efforts.

The mission-specific scenarios, strategies and responses must be reviewed jointly by the IMTC and the SWPA in consonance with changes in operational scenarios. Some of the issues to be covered in training include inter alia, localised contextualisation of CRSV/SGBV; the consequences of CRSV/SGBV on survivors, their families and communities; do's and don'ts in response to incidents of CRSV/SGBV; coordination structures; monitoring and reporting arrangements, mission-specific early-warning indicators, established referral arrangements and application of gender sensitive tactics techniques and procedures to address CRSV.

The Force HQ/U-6 Staff Branch shall undertake the following actions in coordination with IMTC:

- a. Include training standards and requirements, as well as mission-specific CRSV scenarios in the predeployment assistance package and guidelines issued to TCCs.
- b. Include in-mission training requirements on CRSV in the Force Training Directive.
- c. Feed in military specific inputs to IMTC to reflect realistic mission-specific approaches to address CRSV during induction training.
- d. Validate periodically (through visits, interactions and rehearsals) the understanding and application of tactics, techniques and procedures with regard to prevention and response to CRSV.
- e. Sensitise all commanders on application of ROE and on Use of Force in the context of CRSV, provide clarity where required and integrate in-mission ROE training.
- f. Coordinate with other components/UN partners/host security forces, police and authorities for joint rehearsals and training.
- g. Monitor ongoing training on CRSV and where required organise special training to address changing operational needs or improve performance.

Conclusion

Addressing CRSV is one of the most challenging tasks for UN peacekeepers. Sexual violence can exacerbate armed conflicts and impede the restoration of peace. Sexual violence can leave indelible scars on victims/survivors, witnesses and their families as well as in the psyche of communities, adversely affecting reconciliation and stabilisation efforts. Incidents of sexual violence involving IHL and IHRL violations is tantamount to derail the peace process and put at stake even the credibility of peacekeeping operations. It can also adversely affect safety and security of UN peacekeepers and impact the carefully nurtured trust between the Mission and the people.

In most Mission settings, elements of UN Military component are the first responders, particularly in remote and inaccessible areas. Military commanders must develop creative and practical solutions that can advance women's protection, and overall mission success. To succeed, peacekeepers must understand, plan and manage relationships with the `multiple stakeholders in the field; as well as making the optimum use of the resources and capabilities at their disposal.

Situational awareness, early-warning, operational readiness, proper coordination with civilian and police components and committed leadership are crucial for combating sexual violence in conflict successfully. A visible UN presence, with the right posture and profile, can deter potential perpetrators of sexual violence and inspire a sense of security. In exercising the solemn obligation of protection of civilians from physical violence, especially the women and children; advance human



rights through their functions; and to combat CRSV, military peacekeepers must be proactive and be prepared to use force as a last resort, including deadly force. The Blue helmet must remain an emblem of hope, peace and progress for the civilians – men and women, boys and girls.

The Force HQ leadership and the Staff, as well as the subordinate HQ, units and sub-units of the Military Component must have clear understanding of the strategic intent and objectives of the UN peacekeeping mission, set-out in the higher direction guidance and instruments. These directions and instruments must be analysed, aligned and interpreted within the framework of the UN peacekeeping operations by commanders at all levels. Relevant aspects of these directions and guidance must be integrated and reflected in the Mission/Force concepts/directives/orders/standard operating procedures to support effective execution of MET. The Force leadership must deliberate and analyse the stated and implied responsibilities and tasks, clarify issues with the Head of Mission (HoM)/OMA and disseminate within the Military Component to accomplish the mandate effectively. It is also essential for all commanders to periodically carry out a reality check on the relevance of these directions and guidance vis-à-vis the operational environment and recommend necessary modifications as required to accomplish the mandates.

Takeaways. Following are the important takeaways:

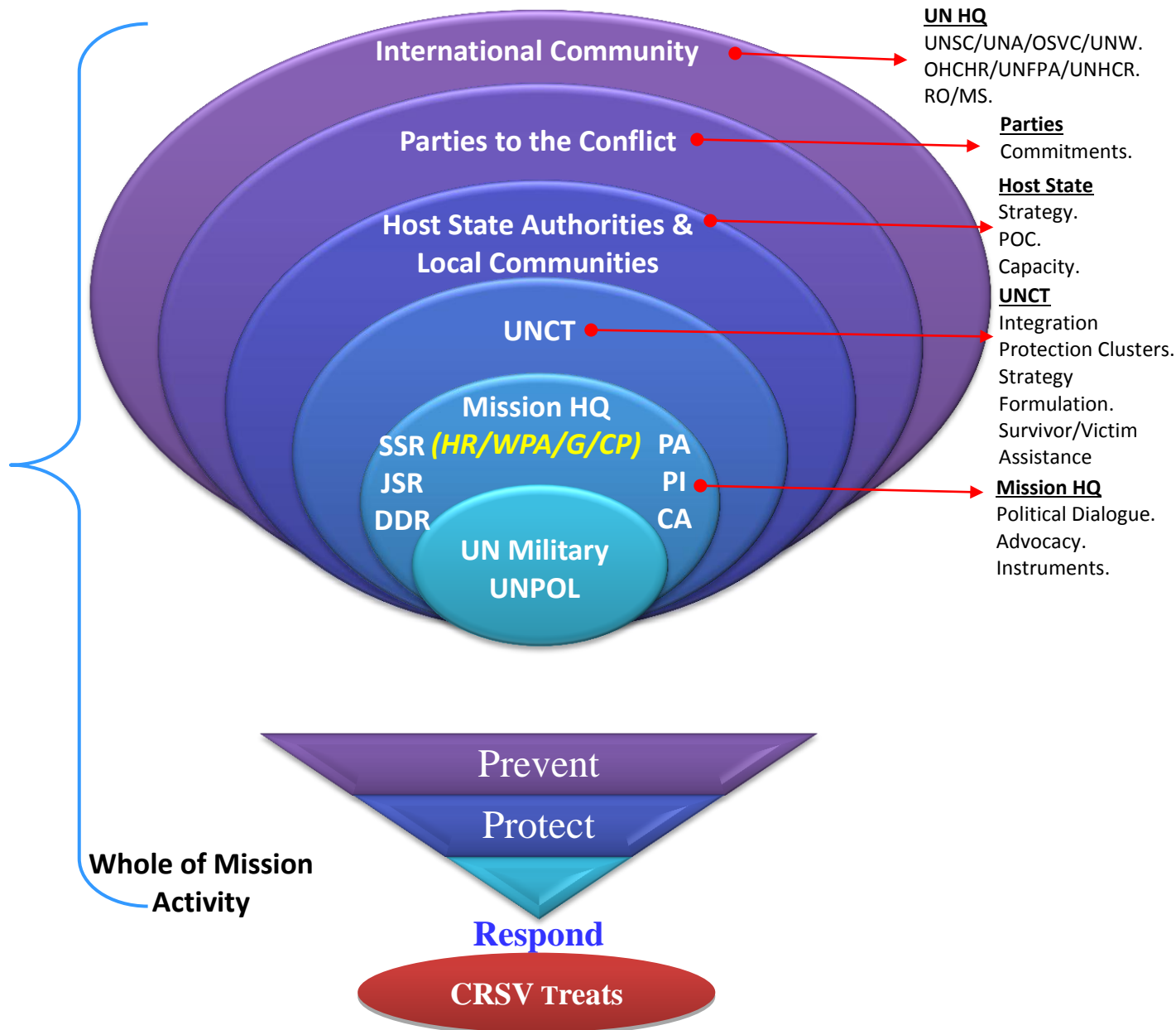
- a. Military Component plays a vital role in prevention and response to CRSV and forms part of the integrated mission response to advance human rights through their functions..
- b. The direction, planning and coordination is primarily done at the Mission HQ by the Mission Leadership assisted by integrated entities, and further de-centralised at component level for joint execution.
- c. Allegations received or observed by the military component in their work that may amount to CRSV and other human rights violations shall be promptly recorded and shared with the WPAs and human rights component for verification, investigation and follow-up by the latter.
- d. Coordination with all actors and synergy in application of response measures are vital for success. Effective prevention and response to conflict related sexual violence and other human rights violations requires that inter alia WPAs, human rights officers and military peacekeepers establish close and effective operational links.
- e. Systematic and methodical military approach is essential to deal with challenges of CRSV.
- f. Clear directions, deliberate preparations and resolute execution of protection tasks can achieve the desired result as envisioned in the Mandate.
- g. Specific to CRSV, the UN military units and sub-units must be conversant with advocacy, early-warning indicators, handling of perpetrators and survivors, preventive and protective measures.
- h. Commanders and troops must maintain high standards of operational readiness and be ready to use force as specified in the respective mission-specific ROEs.
- i. Commanders should advocate respect for international human rights and humanitarian law with potential perpetrators, and ensure that parties know that human rights monitoring is taking place, that CRSV is documented and that parties will be held accountable for their actions.



‘Annex G’

(Refers to Para 00, p. 02)

Comprehensive Mission Approaches to Prevention and Response to CRSV





Early-Warning Structure



Early-warning indicators on CRSV:

Some of the early-warning indicators identified in the field are listed below. Depending on the tactics, modus operandi and assessed COA of armed groups/perpetrators, military commanders must review and stipulate mission/area/group-specific early-warning indicators that can be used by the tactical detachments and the peacekeepers. Identifying risks of CRSV and prioritizing them is therefore essential, based on for example the gravity, scale and likelihood of the human rights violations.

1. Killings, rapes, disappearances, torture and other human rights violations.
2. Political rhetoric.
3. Fleeing/evacuating.
4. House raids and searches.
5. Proliferation of weapons/small arms.
6. Tell-tale marks of violation.
7. Silence or fearful disposition.
8. Detention at camps and check points.
9. Increased hospital reporting of rape.
10. Movement of troops after victory/defeat.
11. Proximity of armed groups to civilian centres.
12. Information received from various human and electronic sources.
13. Frequent forays to villages by individuals/group of soldiers/armed men.
14. Ambushes, waylaying, isolated attacks, firewood/water rape and looting/pillaging.
15. Reporting of threats/incidents to the local police, civilians, medical authorities, and other actors.
16. Changed mobility patterns, particularly women and children (confinement, self-imposed curfews, diminished social activities, absence of girls in the schools).

Note:

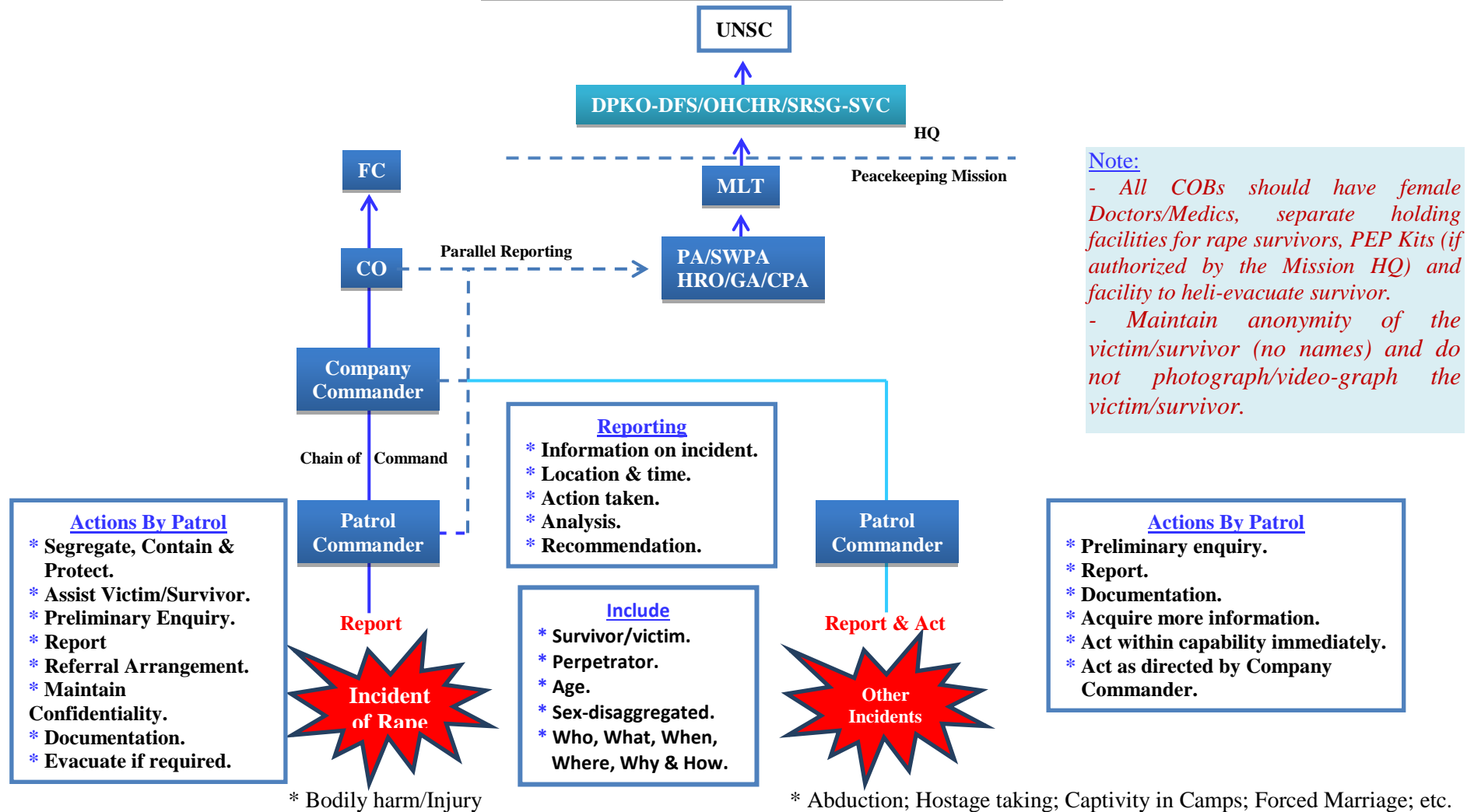
Refer to handout on comprehensive early-warning information flow chart.



Reporting of CRSV Incidents

‘Annex I’

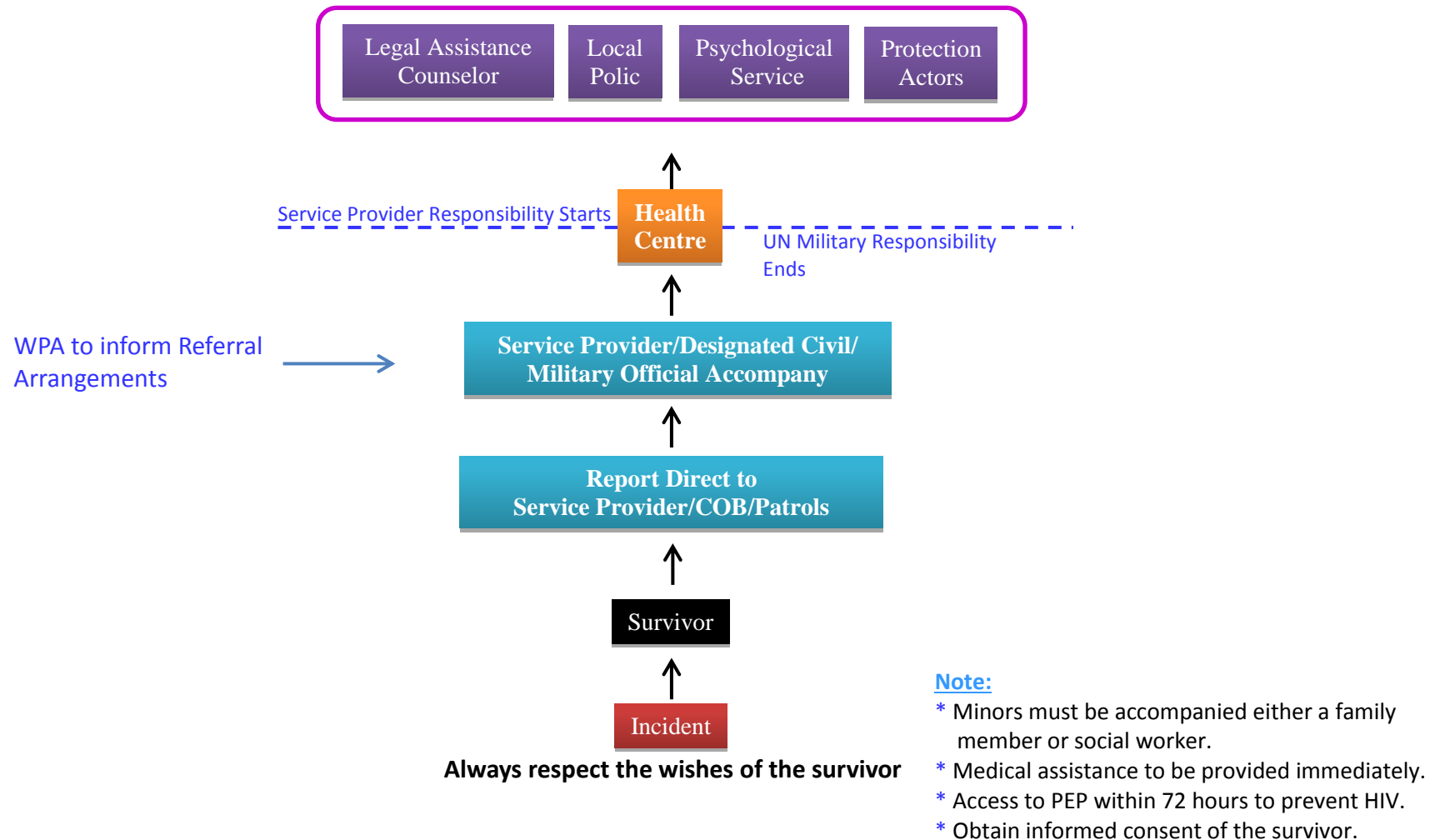
(Refers to Para 00, p. 15)





Referral Arrangements and Survivor Assistance

Medical, Psycho-Social, Economic and Legal Assistance





Use of Force – Principles, Terms and Definitions

Use of Force – Principles

1. **Self-Defence.** All personnel may exercise the inherent right of self-defence.
 - a. ROEs do not negate a Commander's right and obligation to take all necessary and appropriate action for self-defence. Pre-emptive self-defence against an anticipated attack must be supported by credible evidence or information that justifies a reasonable belief that hostile units or persons are about to attack.
 - b. Self-defence against a hostile force(s) may be exercised by individuals or by individual units that are under attack or about to be attacked, as well as by other UN forces that are able to assist those individuals or individual units.
2. **Military Necessity.** The principle of military necessity authorizes the use of only that force which is required to accomplish the authorized objective.
3. **Alternatives to the Use of Force.** Whenever the operational situation permits, every reasonable effort must be made to resolve a potentially hostile confrontation by means other than the use of force (e.g. through negotiations or assistance from the local authorities, deception, psychological methods, negotiation and other non-lethal means, including the deployment or manoeuvre of larger forces in order to demonstrate resolve).
4. **Duty to Challenge and Warn.** Before resorting to the use of force, every reasonable step must be taken to deter a party(s) or person from committing a hostile act.
5. **Duty to Identify Target - Observe Fire.** Positive identification of hostile forces prior to engagement is required. Unobserved indirect fire is prohibited.
6. **Duty to Use Minimum and Proportional Force.** Any force used must be limited, in its intensity and duration, to that which is necessary to achieve the authorized objective. In some circumstances, the immediate use of deadly force may be necessary for this purpose. The use of force must be commensurate with the level of the threat. However, the level of force that is used may have to be higher than the level of the threat in order to avoid or minimise UN or civilian casualties or, in the case of offensive operations, to ensure that the authorised objective is achieved.
7. **Avoidance of Collateral Damage.** When force is used, all feasible precautions are to be taken with a view to avoiding and in any event to minimizing, collateral damage. The use of force shall cease if it becomes apparent that further use of force may be expected to cause collateral damage which would be excessive in relation to the concrete and direct military advantage anticipated.
8. **Duty to Report.** Each and every confrontation resulting in a detention, or involving the use of deadly force, is to be reported through the chain of command as soon as possible, whether it results in casualties or not. More details are contained in **Annex G**.
9. **Right to Maintain Position.** UN military personnel may maintain their position and equipment when confronted with a hostile act or intent. In such circumstances, they may also use necessary force, as authorised in the ROE.

Note:

- The use of force beyond self-defence may be applied in the circumstances set out in the **Annex F** on ROE Summary.

Use of Force - Terms and Definitions

1. **Deterrence.** The display of authority, capability and readiness of a United Nations military component to use force to prevent a hostile individual or group from initiating a hostile act.
2. **Force.** The use, or threat of the use, of physical means to impose one's will.
 - a. **Armed Force.** The use of weapons, including firearms and bayonets.
 - b. **Deadly Force.** The level of force which is intended, or is likely to cause, death, regardless of whether death actually results. This is the ultimate degree of force.



- c. **Minimum Force.** The minimum degree of authorised force that is necessary and reasonable in the circumstances to achieve the authorized objective. The minimum degree of force is applicable whenever force is used. Minimum Force can be Deadly Force, when appropriate.
- 3. **Hostile Act.** An action where the intent is to cause death, serious bodily harm or destruction of property.
- 4. **Hostile Intent.** The threat of imminent use of force, which is demonstrated through an action or behaviour, which appears to be preparatory to a hostile act. Only a reasonable belief in the hostile intent is required before the use of force is authorised in response. Whether or not hostile intent is being demonstrated must be judged by the on-scene commander, on the basis of one or a combination of the following factors:
 - a. The capability and preparedness of the threat.
 - b. The available evidence, which indicates an intention to attack.
 - c. Historical precedent within the Mission's Area of Responsibility (AOR).
- 5. **Imminent.** "Imminent" does not require that violence is guaranteed to happen in the immediate future. A credible threat to civilians may exist if there is a reasonable belief that a potential aggressor has the intent and capacity to inflict physical violence. A threat of violence against civilians is imminent from the time it is identified until such time that the mission can determine that the threat no longer exists
- 6. **Non-permissive environment.** Operational environment that would require force protection and life support. Special procedures are required to enable unarmed uniformed and civilian personnel to deploy and operate in these environments, as restrictions on the freedom of movement are a high likelihood. There will be a high risk or actual occurrence of acts of hostilities from belligerent groups or other hostile actors of direct or indirect action against or potentially affecting peacekeeping operations.
- 7. **Pre-emptive Self-Defence.** Action taken to pre-empt an imminent hostile act, where one has a reasonable belief, supported by credible evidence or information, that an attack is about to be made against oneself, one's unit or other United Nations personnel.
- 8. **Reasonable Belief.** A belief, which a reasonable person would sensibly hold, based on the facts, as the commander or individual soldier concerned at the time knows them.



‘Annex L’
(Refers to Para 00, p. 25)

Matrix: Template

Ser	Location	Situation	Threat	Immediacy (Impact * Probability)	Vulnerabil ities	Protection actors: presence and action @	Recommendations / Comments/Observations	Resources	Remarks

@ Government; humanitarian actors; international forces.



End Notes

- ⁱ WPAs carry out political engagement and dialogue with parties to the conflict; monitoring, analysis and reporting arrangements (MARA); prevention activities through early warning; integrating CRSV issues throughout security, defence and judicial sector reform to effectively address prevention and accountability; and demobilisation and disarmament programmes. WPAs also build the capacity of the mission to address CRSV, mainstream CRSV concerns through the work of the military, police, and other substantive components while coordinating prevention and response measures internally (with all Mission components) and externally (with UNCT, parties to the conflict, host State, regional organisations, civil society, NGOs, etc.) ensuring that CRSV is not addressed in isolation of other human rights violations.